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ABSTRACT

This is one of two volumes that present a comprehensive record of testimony and exhibits presented to a subcommittee of the Committee on the Judiciary of the U.S. Senate during hearings on the problem of violence and vandalism in American schools. This volume summarizes two hearings conducted on April 16, 1975, and June 17, 1975, that focused specifically on the nature, extent, and cost of school violence and vandalism. Included are testimony and exhibits presented by panels of school superintendents, teachers, school security administrators, and representatives of teacher associations. The appendix contains supplemental statements and material submitted by a number of school districts and school-related organizations, as well as numerous published articles and editorials dealing with school violence and vandalism. (JG)

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SCHOOL VIOLENCE AND VANDALISM

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HEARINGS

BEFORE THE

SUBCOMMITTEE TO INVESTIGATE JUVENILE DELINQUENCY

OF THE

COMMITTEE ON THE JUDICIARY UNITED STATES SENATE

NINETY-FOURTH CONGRESS

FIRST SESSION

Pursuant to S. Res. 72, Section 12

INVESTIGATION OF JUVENILE DELINQUENCY IN THE UNITED STATES

THE NATURE, EXTENT, AND COST OF VIOLENCE AND VANDALISM IN OUR NATION'S SCHOOLS

APRIL 16 AND JUNE 17, 1975

Printed for the use of the Committee on the Judiciary

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SCHOOL VIOLENCE AND VANDALISM

Nature and Extent

WEDNESDAY, APRIL 16, 1975

U.S. Senate,
Subcommittee To Investigate Juvenile Delinquency,
Committee on the Judiciary,
Washington, D.C.

The subcommittee (composed of Senators Bayh, Hart, Burdick, Kennedy, Tunney, Hruska, Fong, and Mathias) met, pursuant to notice, at 9:40 a.m., in room 3302, Dirksen Senate Office Building, Senator Birch Bayh (chairman of the subcommittee), presiding.

Present: Senators Bayh, and Mathias.

Also present: John M. Rector, staff director and chief counsel; Mary Kaaren Jolly, editorial director and chief clerk; Alice Van-Landingham, assistant to staff director; and Kevin O. Faley, assistant counsel.

Senator Bayh. We will convene our hearing this morning.

The subcommittee's enabling resolution, S. Res. 72, section 12, 94th Congress, is hereby noted for the record.

OPENING STATEMENT OF SENATOR BIRCH BAYH, CHAIRMAN

Senator Bayh. Today, the Subcommittee To Investigate Juvenile Delinquency will begin a series of hearings on a phenomena that is most disturbing to those concerned with the future of our children and our country—the problems of violence and vandalism in our elementary and secondary schools.

In August of 1973 I asked the staff of the subcommittee to undertake a study of the nature and extent of these problems in our schools. Consequently detailed questionnaires were mailed to 757 elementary and secondary school districts across the country, encompassing approximately 22 million of the 45 million public school students. Over 68 percent of these were returned. In addition the subcommittee contacted numerous school security directors, principals, teachers, and others with an intimate knowledge and understanding of these problems. Last week I released the subcommittee's preliminary report of this inquiry, titled "Our Nation's Schools—A Report Card: 'A' in School Violence and Vandalism." The preliminary findings of this report indicate that our schools are embroiled in an escalating crisis of violence and vandalism which seriously threatens to destroy the ability of many of these institutions to educate our children. If, as some say, the honor rolls in modern American schools are shrinking, it may be because our casualty lists are growing.

It has been estimated, for instance, that there are approximately 70,000 physical assaults on teachers annually in the United States ranging from the shooting death of an elementary school principal in Chicago by one of his pupils, to the beating of a high school math teacher in Omaha just last month.

COMBAT ZONES OF NATION'S SCHOOLS

During the survey period 362 teachers were assaulted in Dayton, Ohio schools and 252 were attacked in Kansas City, Mo. Last year in Richmond, Va. two high school teachers were attacked as they worked in an empty classroom. One suffered a broken nose and jaw while her companion was stabbed in the arm. They escaped further injury by throwing a container of acid at their attacker.

Of course, the principal victims of the crime wave in our educational systems are not the teachers but the students. The number of American students who died in the combat zones of our Nation's schools between 1970 and 1973 exceeds the number of American soldiers killed in combat throughout the first 3 years of the Vietnam conflict. In addition, literally hundreds of thousands of students are assaulted each year in schools across the country. In the first 2 weeks of the 1972 school year one student was killed and five others wounded in knife attacks at three different San Francisco schools. The Seattle school system reported 1,886 crimes committed against students and school employees in 1972 ranging from homicides to possession of firearms on school grounds. Last year a committee of the New York State Legislature revealed that in some New York City high schools students ran narcotic, firearm, and prostitution rings. In my own State of Indiana a ring was found operating in a junior high school which extorted money from 40 children.

Much like the ancient East German tribe known as the "Vandals" which plundered the centers of learning in the Roman Empire, a modern version of the "Vandals" today inflicts massive destruction on schools throughout the Nation. A conservative estimate of the cost of school vandalism would be in excess of $0.5 billion per year. This astonishing sum is comparable to the national investment for textbooks in our schools in 1972 and, in fact, exceeds the combined Federal, State, and local expenditures for the entire elementary and secondary public education system in 1910. The superintendent of schools for the city of Los Angeles estimates that between 1968 and 1973 school vandalism had cost that school system alone approximately $11 million. By the end of 1973 the average cost per school district for vandalism was over $60,000. This same sum directed toward educational goals could pay for eight reading specialists or a breakfast program for over 100 children.

On a national scale this would mean over half a million additional teachers' aides or breakfast programs for 1½ million hungry children each morning.

Shocking as these facts may be, however, the overall impact of violence and vandalism on our educational system cannot be adequately conveyed by a dry recitation of the number of assaults and the dollars wasted. Traditionally, our free public school system has presented the most meaningful and realistic opportunity for generations of American children to become productive and informed adults. Far too often, however, youngsters arriving at our public schools today are faced with an environment dominated by fear, destruction, and chaos rather than reading, writing, and arithmetic. In the same sense teachers who have spent years in preparation for the difficult, but rewarding, task of education quickly discover that the primary concern in many modern American schools is no longer education but preservation. As one west coast high school principal declared, "For teachers and students alike, the issue unfortunately is no longer learning but survival."

SCHOOL VIOLENCE AFFECTS WHOLE NATION

Moreover, the statistics gathered by the subcommittee indicate that violence in our schools affects every section of the Nation and, in fact, continues to escalate to even more serious levels. The preliminary subcommittee survey found that in the 3 years between 1970 and 1973: (*a*) Homicides increased by 18.5 percent; (*b*) rapes and attempted rapes increased by 40.1 percent; (*c*) robberies increased by 36.7 percent; (*d*) assaults on students increased by 85.3 percent; (*e*) assaults on teachers increased by 77.4 percent; (*f*) burglaries of school buildings increased by 11.8 percent; (*g*) drug and alcohol offenses on school property increased by 37.5 percent; and (*h*) dropouts increased by 11.7 percent.

Some aspects of the problem of school violence and vandalism are addressed by the Juvenile Justice and Delinquency Prevention Act. For example, one of the goals of this comprehensive juvenile justice legislation is to establish programs in elementary and secondary schools designed to keep students in school through the prevention of unwarranted or arbitrary suspensions and expulsions. Such less than evenhanded disciplinary practices are often cited by experts in this field as a contributing factor to student resentment and hostility, and all too frequenly, student violence and vandalism.

ADMINISTRATION'S INDIFFERENT RESPONSE

Unfortunately, while the administration professes to be shocked and concerned over our crime rates they have responded with indifference to congressional initiatives to control skyrocketing juvenile crime increases. Although the Juvenile Justice Act was signed into law last September, the President has failed to appoint an administrator to direct efforts in this area, and his appointments to the Advisory Board were made 3 months after the date mandated by the act. Moreover, while crime by young people cost Americans almost $12 billion annually the President has expressed unwavering opposition to the expenditure of 1 red cent to reduce that loss.

Despite the attitudes of his administration, I believe the Congress and this subcommittee must continue to address the fundamental problems of America and I can think of few more fundamental than the education of our young people in an atmosphere free from the violence and vandalism revealed by our survey. Last week, therefore, I proposed the Juvenile Delinquency in the Schools Act of 1975, an amendment to the Juvenile Justice Act designed to expand and more specifically address this aspect of the delinquency problem.

It is difficult to exaggerate the gravity of these problems. Clearly the American elementary and secondary school system is facing a crisis of serious dimensions. I believe it is essential to the future of this country that our classrooms and playgrounds provide a safe and secure environment where education and learning, rather than violence and vandalism, are the primary concerns.

At this initial hearing we intend to explore the nature and extent of violence and vandalism in our schools. At future sessions we will be concentrating on a series of topics interrelated to schools and the escalating levels of violence and vandalism. It is apparent, for instance, that in recent years the rate of youthful alcohol and drug abuse has grown. There can be little doubt that this phenomena would have at least some effect on the schools in which these young people spend so much of their time. The subcommittee's preliminary report also noted the resurgence of violent but highly organized gangs within some school systems. We intend to explore why these gangs are formed and how a school can best respond to their presence.

OTHER ASPECTS OF VIOLENCE IN SCHOOLS

Suspensions and expulsions account for hundreds of thousands of the estimated 2 million children currently out of school in America. The issue of whether this exclusion of students from school is a viable or self-defeating disciplinary tactic is a difficult question which we will be addressing over the course of these hearings. The subcommittee also intends to explore the area of student, teacher, and parent rights and how rules can best be improved to insure firm but evenhanded discipline in our schools. In addition to these topics, we will be studying other aspects of both the causes and cures for this epidemic of violence in our schools, including learning disabilities and alternative school approaches.

This morning the subcommittee will hear testimony from witnesses particularly qualified to discuss the problems of violence and vandalism in our schools: Superintendents from four of our large school systems as well as representatives from groups of teachers, administrators, and school security directors.

I look forward to a productive and informative session.

I would like to say—before introducing our distinguished witnesses to initiate our hearings—that as chairman of the subcommittee I am going to do everything I can to explore fully the "hows," "whys," and the "whats" of violence and vandalism in our schools.

But I have no preconceptions that we are going to come up with a Senatorial solution, or that we are going to come up with a Federal solution. I think there is a role for the Congress in prodding the national consciousness, as far as the Federal Government is concerned. Perhaps there is a role in providing programing and resources at the Federal level.

But, in the final analysis, the precincts, the classrooms, the neighborhoods, and school administration offices are where this problem exists today, And that is where the solution must be found.

And it goes beyond that. I think, regardless of the programing we can do for teachers, students, and school administrators, we also have to recognize that a significant share of this responsibility rests in the homes with mothers and fathers or others with parental responsibility.

Hopefully we will have a better understanding after our hearings on how to reconcile the spectrum of this responsibility. Hopefully we will zero in on it and not try to pass the buck, but to face up to the problem and its implications for responsibility and action on our part.

We are very fortunate this morning to have a group of witnesses that are as representative to the problem as it is possible to be. As we begin, may I express my deep appreciation to all of these very busy individuals who have traveled—some of them, across the country—for some distance, and at some inconvenience to help us proceed with our study.

Since this problem is not clearly defined in terms that most of us understand, and the complexity of it almost defies description, rather than hear one witness at a time we thought that it would be more productive to have a series of discussion panels to which the witnesses come as experts. And by exploring each others thinking, by permitting me to do so—and hopefully they will explore mine as well—we can have a better understanding of their views of the problem than if we were to go through the stereotyped kind of presentation that occurs all too often before congressional hearings.

The distinguished members of our first panel are: Mr. Albert Shanker the president of the American Federation of Teachers, on the right; Dr. Owen B. Kiernan, executive secretary of the National Association of Secondary School Principals, in the center; and Mr. James A. Harris, the president of the National Education Association, on the left.

Gentlemen, we appreciate your being here.

Mr. Shanker, suppose we begin with your testimony, and I hope that we can have as informal and as open a session as possible. As I said previously, I come with no preconceived notions.

I have some ideas, and they may be wrong. I hope you will be as frank with me as I will be with you, as we proceed with our examination of this very crucial problem.

PANEL OF TEACHER ASSOCIATIONS

STATEMENT OF ALBERT SHANKER, PRESIDENT, AMERICAN FEDERATION OF TEACHERS, AFL-CIO, NEW YORK, N.Y.

Mr. Shanker. Thank you very much, Mr. Chairman. Many authorities on education have written books on the importance of producing an effective learning environment in the schools by introducing more effective methods of teaching.

None of them, however, seem to understand the shocking fact that the learning environment in thousands upon thousands of schools is filled with violence and danger. Violent crime has entered the schoolhouse, and the teachers and students are learning some bitter lessons.

Let us take a look at this school year—1974-75—in one major city, New York. For the first 5 months of school, 31 incidents involving handguns have occurred, including shootings, armed robbery, attempted rape, and attempted suicide.

There were 474 assaults on teachers and other professional staff members in the first 5 months of the school year. At that rate, there will be close to 1,000 assaults on teachers by the end of the school year in school buildings in the city of New York.

I should emphasize that these figures in New York City, and figures across the country which we have, are understated figures. There is a tendency not to report school violence and school crime. There is pressure frequently brought to bear on the teachers—if this gets out it will hurt the reputation of our school, and similar pressures are brought to bear on superintendents by school boards, up and down the line.

So that the figures that are available are figures that are verified and reported incidents. Now these figures which I cited tie in with the dramatic increase in public school arrests that have taken place in 1974.

From September 1973 through February 1974, there were 313 arrests in the public schools of New York City. During the period September 1974 through February 1975, there were 612 arrests, or an increase of 95.6 percent.

According to the New York City Police Department statistics, comparable increases are shown in a number of areas. Juvenile arrests of persons under 16 years of age has increased 10 percent within 1 year.

Youth arrests of persons between the ages of 16 and 20 has increased 18.3 percent. Juvenile arrests for felonies has gone up 13 percent and for misdemeanors up 11 percent.

NATIONAL PATTERN OF INCREASED JUVENILE CRIME

These statistics are part of a nationwide pattern of increased juvenile crime—statistics which clearly illustrate that schools are no longer isolated from crimes of physical violence.

While major cities and school systems, under pressure from teachers and parents, have taken steps to protect both school employees and students, their efforts on the whole have not been effective.

There are three major reasons that I would like to go into. First, the victims of assaults—both teachers and students—are reluctant to report them and to press charges because of the all-too-prevalent stratagem of shifting blame from the assailant to the victim himself.

The pupil-victim who has been mugged and had several dollars taken from him may be accused of having invited the attack by carrying too much money with him.

Teacher victims may be accused of having provoked assault by demanding, for example, that a student return to his classroom rather than cut class and loiter in the cafeteria.

The assailants soon learn that they can continue in their actions with virtual impunity because the innocent victims, instead of receiving official support, are themselves denounced when they ask for help.

Senator BAYH. Mr. Shanker, pardon me for interrupting, but are we so out of touch with reality that we regard a child's carrying too much money, as the major reason he or she is assaulted? Or the teacher who tries to enforce reasonable discipline? That these persons really become the major culprits?

Mr. SHANKER. These are reasons that are given, and I know that thousands of both teachers and students could come forward with experiences like that. I doubt very much that a person who says to the student it was your fault because you carried so much money, or to the teacher that you shouldn't have provoked the student by telling him to go back, would defend assaults. What they are essentially saying is that if they follow up in these cases in terms of either court action or action within the school system, it is a very time-consuming process.

A supervisor in a school is busy with parent groups and community relations, is administering six or seven contracts for employees within the school, is trying to observe and rate some of the new employees within the school, and has all of the burdens of reports that have to be given to his own superintendent, to his school board, and to State and Federal authorities. If with each and every instance of assault that has taken place that principal has to involve himself—or perhaps it's a parent—in court or other procedures, his job is made that much more impossible and that much more burdensome.

Some do say to a teacher, well, you should not have done that. That provoked the act. Or, if he says to the student who is carrying money, well maybe it was your fault, that is really a way of saying I'm a busy man. I've got an impossible job. I've got all these pressures on me. And, if I proceed with your case, it's going to take a tremendous amount of time and it's going to take me away from all of my other duties and responsibilities here.

Unfortunately, this is a very common occurrence.

Senator BAYH. I do not doubt what you say, but I am alarmed that such conditions exist.

Mr. SHANKER. A second point I wish to make is that the legal procedures, as they now operate, prevent effective prosecution of those accused of assault and other crimes.

The accused now has attorneys and civil liberties organizations available to him in the exercise of his right to due process, but in many instances the victim of the assault is left to his own devices in pressing his case.

The result, time and again, is that the amateur—whether it is, the teacher, student or principal—is no match for the legal experts on the other side. The assailant goes free. The teacher or student victim, if he is lucky, can transfer to another school in order to be spared the anguish of being assaulted by the same person.

In addition, on January 22nd, the United States Supreme Court ruled in *Goss et al* v. *Lopez et al.*,[1] that students have a constitutional right not to be suspended for misbehavior unless they are first afforded due process rights—the right to be informed of the reason for the proposed suspension, and the right to a hearing.

In the context which I have been talking about, this ruling which applies to suspensions of under 10 days. It may very well be that additional due process protections would be required for longer suspensions. There is good reason to believe that in this context this ruling will serve to create further difficulties for teachers and students who are victims as well and schools that are already overwhelmed by discipline problems.

A third factor is that the courts are powerless to act, because even when they find that a student is dangerous to himself and to those around him, there are no special school or institutional facilities available.

Those engaging in repeated acts of violence know that this lack exists and that, except for the most violent of actions, they are free to do as they please.

What is needed as a long-range solution for the disruptive and/or violent student is not expulsion, but rather a different educational setting—one that caters to his special needs, distinct from the usual setting. The other children can then go about their studies free of constant disturbance.

The only reason we are faced with the problem of pupil suspensions and expulsions is that, while we seem to care enough about the child to preserve even a single day's schooling, we do not seem to care enough to provide the funds for schooling that will work. What the disruptive student needs is alternative facilities where his individual needs are given sympathetic and skillful attention.

We have paid a cruel and unconscionable price by accepting violence as a way of life in our schools. The price includes physical and psychological injury to countless thousands of parents, teachers and pupils. It includes the social burden of many emotionally disturbed or disruptive students who have not been given the alternate educational settings they needed and who are now supported by the public—in jails or other State or Federal institutions. It includes the many children, eager to learn, but deprived of a decent education by disruption and disorder in their classrooms and fear of physical harm.

Therefore we urge the Congress to take a number of steps.

Now what you are doing here is certainly a very necessary and important first step, which is to bring to the attention of the public the problems of victims of assault in the schools and the legal procedures which prevent effective prosecution of criminals who terrorize our schools.

NEED ALTERNATIVE EDUCATIONAL OPPORTUNITIES

We need to appropriate additional funds so that the youngster who cannot adjust in the regular school situation can be helped in alternative educational settings in the public schools. And here I want to say that there is a whole segment of youngsters where the disruptive behavior is connected with the failure to learn.

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[1] *See* "Models and Strategies for Change," hearing of Sept. 17, 1975; appendix.

When a child has been to kindergarten, first grade, second grade, third grade, fourth grade, and has still not learned to read, to write, and to figure, the child each year has a greater and greater belief that he will never learn these things. He has been in a classroom setting with a blackboard, chalk, books, teachers, and other students for 3 or more years and still is unable to read, to write, to figure. That child loses hope of ever being able to do those things in a regular educational setting.

There are two basic adjustments or adaptations children like this make. Some of them just retreat. They sit in the back of the room and they fall asleep or read comic books. They are sort of saying to the teacher, you leave me alone and I will leave you alone; I know I am just not going to make it.

The other group is very resentful of being compelled to sit in school in an atmosphere that reminds them of failure, year after year, and those students become rather violent and rather rebellious.

Now, sitting still and listening essentially from 8:40 in the morning until 3 in the afternoon is a most difficult thing. Most adults could not sit still and listen for that period of time. For those students who view the classroom as a place where they have not made it during all of these years, where they cannot participate in most of the work because they do not have the basic skills that were provided for the many students in the earlier years, a new atmosphere needs to be provided. We need educational settings that look different to the student and gives the student the feeling he is going to have a second chance in a different atmosphere. The normal school approach to the child who has been in school for five or six years and who has failed to make it by all these standards, compelling him to come back to that same atmosphere over and over again, is a kind of a provocation to disruption.

EARLY CHILDHOOD EDUCATION

In addition, to this need for alternative settings, we ought to be placing a great emphasis on early childhood education. And here I am not just talking about extending education downward, but with the students that we now have.

We know when a student has been in a school for 4 years and has not made it, a large proportion of these students do become disruptive and violent. Therefore, we ought to be concentrating our efforts in the kindergarten, first, second and third grades, to make sure we provide whatever is necessary to reach students during those years so they can have these basic skills and basic foundations, so they get skills before they develop negative feelings about themselves—feelings that they will never learn and that they are bound to fail.

We also need additional funds to provide more security personnel in the Nation's schools so that criminals will not regard the schools as fair game for robbery and assault.

Another thing which would be extremely helpful is action which would require school systems to keep accurate records of crimes and vandalism. The terrible thing now is that there is a good deal of covering up. The fact is, without hearings of this sort, most would not know about school violence and vandalism except for an occasional headline here and there.

Just as we keep national figures on crime in other areas, we ought to be keeping figures on these problems in the schools so that we have a notion as to whether the methods that we are using are succeeding and whether the problem is increasing or decreasing.

We should also provide additional funds for narcotics education, because drug addiction is one of the key causes of violence in the schools.

The Congress must make a commitment, both moral and financial, to restore and preserve the productivity and safety of our schools.

Finally, I want to thank you for bringing these facts to the attention of the American public, and your continuing interest. I do, however, wish to share with you one final concern. That concern is that we have gone through a period of 15 or 20 years unique in American educational history, in that volumes and volumes have been written that are very negative about the public schools.

I hope that the overall tone of these hearings and of the pursuit here for solutions to a very serious problem do not result in adding to that voluminous negative material. We do not need another public outcry that the public schools are terrible, that the schools are failing, and that the schools cannot be salvaged.

I submit to you that part of the responsibility for the increasing violence lies with some of these very books and writers themselves. Over the last 20 years they have helped create some ideological support for crime and violence, in viewing students as a kind of colonial minority who are oppressed by teachers and principals and school systems, and who are subjected to all sorts of "torture," namely, to traditional learning. Some say the student who acts out, who is violent and is absent from school, who rebels against and rejects the regulations of the institution, is a great revolutionary hero who is performing a service for the students. We should not neglect that ideological atmosphere which tended to glorify lawlessness and disorder in the name of some sort of revolutionary gains.

This is one of the contributing factors here and I hope that in bringing all of these facts to the public's attention, it also be brought out that, overall, in fact our public schools are doing an excellent job for the overwhelming majority of our students.

I know what we are examining here involves something that is a real problem, and a growing problem, but we should not create the impression that parents should not send their children to schools because they are unlikely to come home someday in one piece, because that is just not true.

Thank you.

Statement of

Albert Shanker
President

American Federation of Teachers

at the

U. S. Senate Subcommittee to Investigate Juvenile Delinquency

Wednesday, April 16, 1975
Washington, D. C.

Many authorities on education have written books on the importance of producing an "effective learning environment" in the schools by introducing more effective methods of teaching. None of them, however, seem to understand the shocking fact that the learning environment in thousands upon thousands of schools is filled with violence and danger.

Violent crime has entered the schoolhouse and teachers and students are learning some bitter lessons.

Let's take a look at this school year (1974-1975) in one major city - New York. For the first five months of school, 31 incidents involving hand guns have occurred, including shootings, armed robbery, attempted rape and attempted suicide.

There were 474 assaults on teachers and other professional staff members for the first five months of the school year. At that rate, there will be close to a thousand assaults on teachers by the end of the school year in school buildings in the City of New York.

This ties in with the dramatic increase in public school arrests that have taken place in 1974: From September 1974 through February 1975, there were 612 arrests in the public schools of New York City. During the same period a year ago - September 1973 through February 1974 - there were 313 arrests, an increase of 95.6%.

According to New York City Police Department statistics:

	1973	1974	
Juvenile arrests of persons under 16 years of age	23,600	25,979	+10.1%
Youth arrests of persons between the ages of 16 and 20	50,531	59,784	+18.3%
Juvenile arrests for			
Felonies	14,837	16,764	+13.0%
Misdemeanors	5,638	6,256	+11.0%

These statistics are part of a nationwide pattern of increased juvenile crime...statistics which clearly illustrate that schools are no longer isolated from crimes of physical violence.

While major cities and school systems, under pressure from teachers and parents, have taken steps to protect both school employees and students, their efforts, on the whole, have not been effective.

WHY?

VICTIMS OF ASSAULTS (TEACHERS AND STUDENTS) ARE RELUCTANT TO REPORT THEM AND TO PRESS CHARGES BECAUSE OF THE ALL-TOO-PREVALENT STRATAGEM OF SHIFTING BLAME FROM THE ASSAILANT TO THE VICTIM HIMSELF.

A pupil-victim who has been mugged and had several dollars taken from him may be accused of having "invited" the attack by carrying too much money with him. Teacher victims may be accused of having "provoked" assault by demanding, for example, that a student return to his classroom rather than "cut" class and loiter in the cafeteria. The assailants soon learn that they can continue in their actions with virtual impunity because the innocent victims, instead of receiving official support, are themselves denounced when they ask for help.

THE LEGAL PROCEDURES, AS THEY NOW OPERATE, PREVENT EFFECTIVE PROSECUTION OF THOSE ACCUSED OF ASSAULT.

The accused now has attorneys and civil liberties organizations available to him in the exercise of his right to due process, but, in many instances, the victim of the assault is left to his own devices in pressing his case. The result, time and again, is that the amateur (whether he be teacher, student or principal) is no match for the legal experts on the other side. The assailant goes free. The teacher or student victim, if he is lucky, can transfer to another school in order to be spared the anguish of being assaulted by the same person.

In addition, on January 22nd the United States Supreme Court ruled in Goss et al v. Lopez et al that students have a constitutional right not to be suspended for misbehavior unless they are first afforded due process rights - the right to be informed of the reason for the proposed suspension and the right to a hearing. This ruling applies to suspensions up to ten days.

Longer suspensions might require additional due process protections. There is good reason to believe that the ruling will only serve to create further difficulties for teachers and schools already overwhelmed by discipline problems. THE COURTS ARE POWERLESS TO ACT BECAUSE, EVEN WHEN THEY FIND THAT A STUDENT IS "DANGEROUS" TO HIMSELF AND TO THOSE AROUND HIM, THERE ARE NO SPECIAL SCHOOL OR INSTITUTIONAL FACILITIES AVAILABLE.

Those engaging in repeated acts of violence know that this lack exists and that, except for the most violent of actions, they are free to do as they please.

What is needed as a long range solution for the disruptive and/or violent student is not expulsion, but rather a different educational setting - one that caters to his special needs...(distinct from the setting for the other children, who can then go about their studies free of constant disturbance.) The only reason we are faced with the problem of pupil suspensions and expulsions is that, while we seem to care enough about the child to preserve even a single day's schooling, we do not seem to care enough to provide the funds for schooling that will work. What the disruptive student needs is alternate facilities where his individual needs are given sympathetic and skillful attention.

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We have paid a cruel and unconscionable price by accepting violence as a way of life in our schools. The price includes physical and psychological injury to countless thousands of parents, teachers and pupils. It includes the social burden of the many emotionally disturbed or disruptive students who have not been given the alternate educational settings they needed and who are now supported by the public -- in jails or other state or federal institutions.

It includes the many children, eager to learn, but deprived of a decent education by disruption and disorder in their classrooms and fear of physical harm.

Therefore, we urge the Congress to

... bring to the attention of the public the problems of victims of assault in the schools and the legal procedures which prevent effective prosecution of criminals who terrorize our schools;

... appropriate additional funds so that the youngster who cannot adjust in the regular school situation can be helped in alternative educational settings in the public schools;

... allocate new funds for early childhood education through the public schools because it is universally agreed that, in large measure, the intellectual development of the human being takes place between the ages of 3 and 6. Whether or not a child has a rich or poor environment during these early years, may have a crucial effect on that child's future;

... appropriate additional funds to provide more security personnel in the nation's schools so that criminals will not regard the schools as fair game for robbery and assault;

... provide additional funds for narcotics education - for drug addiction is one of the causes of violence in the schools.

The Congress must make a commitment, both moral and financial, to restore and preserve the productivity and safety of our schools.

Senator BAYH. Mr. Harris, why do you not go ahead and we will let Dr. Kiernan be cleanup here, if that is all right?

STATEMENT OF JAMES A. HARRIS, PRESIDENT, NATIONAL EDUCATION ASSOCIATION, WASHINGTON, D.C.

Mr. HARRIS. Mr. Chairman and members of the subcommittee, I am James Harris, president of the National Education Association. NEA represents nearly 1.7 million teacher-members in all States and school districts throughout the Nation.

We commend this subcommittee for holding these hearings. Violence and discipline are matters of increasing concern to our members, and we welcome this opportunity to discuss this problem with you.

Information available to the National Education Association indicates a greater public awareness and concern about school violence and disruption than at any time during the past several years.

Incidents of physical assault have increased dramatically; vandalism and destruction of property are even more awesome; and many schools are required to tax already strained resources to meet exorbitant costs of school insurance.

Accurate statistics are difficult to come by. Research methods are expensive and inadequate, and many school administrators are reluctant to publicize their difficulties in controlling the schools.

On their face, the available data are alarming.

Even with the limitations which I have described, the available evidence indicates that violence in the schools has increased dramatically from 1970 to 1973. According to reports of the International Association of School Security Directors, for example, assault and battery has increased 58 percent; robberies, 117 percent; sex offenses, 62 percent; and drug-related problems, 81 percent.

Annually, the Baltimore City school system reports on vandalism in selected school districts, ranging in size from New York City to Waco, Tex. The report for 1971-72, the latest available, covers 49 systems out of a total of over 16,000 nationwide. Reported by these school systems for 1971-72 was a total of 393,216 offenses—250,836 involved windows; 21,460 larceny; 1,422 arson; and the remainder miscellaneous types. The total cost to the school systems was $19,245,204. The cost per pupil ranged upward to $7.50.

ANNUAL COST OF SCHOOL VANDALISM

In 1971, the National School Public Relations Association estimated the annual cost of vandalism to schools to be $200 million, but various writers on this subject believe this estimate to be a gross understatement. Recent estimates run as high as $500 million. These figures generally do not include insurance premiums paid, and the cost of employing security guards and renovating school buildings with security equipment to prevent vandalism.

How many students out of the total enrollment are guilty of vandalism every year? There is no answer at present. Although the

FBI crime reports give numbers of arrests by age, the data on vandalism cover damage and destruction of all sorts, with no separate figures for school vandalism. Some school systems do not keep records and, in some cases, teachers and principals do not report incidents. And it is most probable that no individual or agency has compiled data from the school systems that do keep records.

STUDENT VIOLENCE AGAINST TEACHERS

In its 1973 and 1974 nationwide opinion polls of samples of public school teachers, NEA Research asked this question: "Have you as a teacher been physically attacked or have you had your personal property maliciously damaged by a student this school year?" In 1973, 3.3 percent of the sample reported that they, as teachers, had been physically attacked; and in 1974, 3.0 percent. In other words, from the opening of school in September 1973 to early February 1974, when the questionnaire was sent to the teachers—this was half the school year—about 64,000 had been physically attacked by students. No doubt some of these teachers required medical attention and lost time away from school for recuperation.

Senator **Bayh**. Could I interrupt long enough to ask what percentage of the teachers who were questioned responded? I am really concerned about the matter you have raised, and that Mr. Shanker raised previously. Staff and I were discussing the other day the general fear of teachers—for a number of reasons—to report these attacks.

Mr. **Harris**. I do not have the figures on those that responded in my testimony. I do have the backup studies, and I assume that material has been provided to the committee, and we will make an effort to scan that in just a second.

Senator **Bayh**. I am interested to see whether teachers would respond to that question more readily if it were asked by their own organization rather than in an official survey, either by another school group or by a committee like ourselves.

Mr. **Harris**. Student violence against teachers is also exhibited in malicious damage of teachers' personal property. In 1973, 7.4 percent of the teachers, or about 156,000, had had their personal property maliciously damaged by students; in 1974, 11.4 percent, or about 243,800 suffered this type of student violence. Over 1 year's time, the number of teachers having their personal property damaged by students increased about 56 percent. Repair and replacement of damaged property mean out-of-pocket expenses for teachers, but no studies of this area have been made.

STUDENT VIOLENCE AGAINST OTHER STUDENTS

This type of violence covers assaults and intimidation, stealing, damaging or destroying other students' personal property, and riots. In 1974 NEA Research asked teachers in the opinion poll if student violence was a problem in their schools; 23.2 percent replied affirmatively, 3.2 percent reporting that it was a major problem. However, no nationwide data on the types of violence, numbers of students involved, etc., are available.

CLASSROOM DISCIPLINE

And then there is the problem of maintaining order in the classroom. How much of his or her teaching time must a teacher use for disciplining unruly students, time that is thus lost from instruction? No estimates are available on the proportion of teachers' time given to this duty. However, some idea of the size of the problem can be gotten from teachers' responses to opinion poll questions.

In 1968 and again in 1971, NEA Research asked this question: "Below is a list of possible problem areas for teachers. To what extent have you found each of them a problem in your school during the past year?" For "classroom management and discipline," the percentages indicating that it was not a problem remained about the same—39.5 in 1968 and 38.9 in 1971—but the percentage reporting discipline a minor problem dropped from 45.3 to 39.9, and the percentage reporting it as a major problem increased from 15.2 to 21.2.

Also in 1971, NEA Research asked teachers: "What do you think are the biggest problems with which the public schools in your community must deal?" In a list of 12, discipline ranked second behind finances, being checked by 60 percent of the teachers. Although data for more recent years are not available, informal remarks from teachers indicate that classroom discipline is becoming more and more a major problem.

OTHER EVIDENCE

Again, teacher opinion in NEA Research polls gives a sort of answer. In 1966, 34.9 percent of the teachers, considering the students in their own schools, reported that they thought more instruction regarding the importance of a system of laws and respect for the law was needed. Asked the same question in 1971, 41 percent so reported.

Vandalism and school violence arise from somewhat different and more complex causes than that which existed 10 or even 5 years ago. Conditions which contribute to the current situation include depersonalization, alienation, outmoded discipline practices, racial hostility, and increased use of violence in the society and in the world as a means of solving problems.

One: There is an increasing depersonalization of the society and of social institutions, including the schools. Community and family bonds are no longer close knit due in part to such factors as population growth, urbanization, mobility, and advances in technology.

Two: Today's youth may feel increasingly alienated from the society and social institutions as a result of such factors as the current economic difficulties and the disillusionment arising from such national tragedies as Watergate and the hostilities in Southeast Asia.

Three: Schools themselves have contributed to alienation of students because of inflexible and outmoded disciplinary and educational practices, inadequate and unrealistic learning materials and practices, and institutional inflexibility in meeting individual student needs.

Four: Schools have been in a state of flux during the past several years as a byproduct of efforts to eliminate discrimination and segregation from American public education. Public opposition and hostility or indifference on the part of school officials have contributed dramatically to difficulties in school districts undergoing change. Retracking, resegregation, pushouts, and other "second generation" desegregation problems have further disillusioned many students.

Five: Students themselves see that violence is a fundamental way of life in our society. The reliance on military force as a means of solving problems at the national level is possibly even less significant than students' observations of adult violence and use of force in their daily lives.

With regard to the last point, the 1972 report of the New York State Commission on the Quality, Cost and Financing of Elementary and Secondary Education is worth citing:

> No solution to violence in the schools is likely until violence in the Nation is brought under control. In recent years violence has come to seem almost endemic in this Nation and the Commission sees little hope at the moment for reducing it. Violence is all over the world—in Vietnam, in Ulster, in the Middle East. Running for office here at home has become dangerous.

Stephen K. Bailey in his report, "Disruption in Urban Public Secondary Schools," identified several school practices that often foment dissatisfaction.

They are as follows: Lack of student involvement in setting school policies; obsolete, overcrowded facilities which induce noise, fatigue, and alienation; undue restrictions on behavior; cross-cultural clashes; arbitrary classification of students in secondary school programs and in career counseling; the increasing politicization of the schools.

The increasing dependency on short-range measures, such as corporal punishment, suspensions or expulsions, police in the schools, and detention/isolation, is particularly depressing. While such measures sometimes appear to be necessary in specific situations, reliance on them is self-defeating and lessens the opportunity for efforts to reform disciplinary practices and to deal with the underlying causes of disruptive behavior.

School practices should be reasonable, fair, and consistent, but dependence solely on discipline increases the difficulties in resolving the problems we are here to discuss. Insistence upon such practices without offering positive alternatives is self-deluding and can only contribute to what we view as gross neglect of the real needs of millions of American students.

The fact is that many traditional methods of school discipline are no longer appropriate. Schools which rely on them in isolation are traveling on a different path than young people today, and the gap between the institution and the students is widening because communication in such situations has become virtually impossible.

REASSESSMENT OF NATIONAL EDUCATIONAL GOALS NECESSARY

What is necessary is a complete reassessment of our national educational goals and values, and a redirection of our national resources to insure that no child will get a poorer education than any other because of his or her race, ethnic group, language, economic status, religion, or cultural background. It is necessary that we remember that the fundamental purpose of the schools is to increase educational opportunity, rather than to restrict it. New efforts are necessary.

One: One approach that can be dealt with at the Federal level would be through the establishment of a national bureau within HEW with adequate staff and funding to deal with problems of youth in the schools. Such an office could serve as a vehicle to build national momentum to eliminate problems of educational neglect, to assist in developing guidelines for student involvement, and for constructive response in instances of student disruption. This office could hold hearings and release reports on such issues as student pushouts, discriminatory uses of standardized tests, tracking and ability grouping, and youth in trouble. The office could serve as a beacon for school leaders, parents, and students alike in helping bring the schools back together.

Two: A national campaign to eliminate violence in the schools and in the society is of utmost importance. National leadership could work to establish a moral climate that would save countless lives and enable education to resume in many schools now paralyzed by fear and conflict. Passage of legislation to restrict the sale and use of handguns and other armaments would be only a beginning step.

Three: National efforts to eliminate educational neglect must recognize that it should be not only compulsory for children to attend school, but compulsory for schools to attend children. Too many schools attempt to mold children to fit the institution, rather than adapt to their needs. Instead of excluding children from the schools, school boards and State officials should have a mandatory responsibility to provide free public education for every child in this country.

Four: Viable, constructive educational alternatives within public educational systems to meet special student needs should be made possible through allocation of additional Federal resources to every school.

Five: Federal support should be made available to train teachers in new approaches toward school disruption, discipline, student involvement, and especially human relations and crosscultural education. Such support could come in the form of the former National Defense Education Act, which offered subsidies to selected teachers for advanced study in areas determined to be in the national interest. This Nation has no greater national interest than our children, and I ask for your support to help our Nation's teachers to do their job even better.

The NEA obviously has many concerns over the incidence of violence in the schools. We stand ready to join in a national effort to eliminate violence and disruption in the schools through positive approaches which will help every child obtain the best kind of education that he or she needs and wants.

DANGER–SCHOOL AHEAD: VIOLENCE IN THE PUBLIC SCHOOLS

Introduction

Educational neglect is shown in many ways. Underlying all of them is a massive failure to concentrate on the central purpose of the schools–helping students to learn. When students recognize this root of neglect, violence is one result.

The NEA Project Neglect team studying violence in the schools was invited to Compton, California. Compton's schools are not the most violent in the nation, nor are California's. But Compton was a rewarding place to visit because its problems, growing out of unplanned change, unfamiliar challenges, and lack of communication, are common to cities throughout the country that are struggling to provide decent schools. Too often, such problems make people forget the students who are in the school now.

Compton was rewarding, too, because the team met some of those students, and some of the people who have not forgotten them. Parents, school staff members, and community leaders–as well as students–all gave the team some parts of answers to the problems of educational neglect.

"We Just Survive."

Statistics on violence in the schools show that in the past four years, assaults increased 58 percent; sex offenses, 62 percent; drug-related crimes, 81 percent; and robbery, 117 percent. The statistics are only estimates. But even if they were accurate, they still couldn't express the effects of violence. When violence becomes a known and accepted part of the school experience, everybody in the school community is a victim. Not only the people who suffer violence, but everyone who witnesses it, everyone who is aware of it, loses the confidence to walk the halls without caution. Preoccupation with personal physical safety drains away some of the alertness and energy that should go into learning and teaching. The young men and women who extort, who beat, who kill, have been damaged, too–they have become callous to some kinds of pain.

California's schools are only the ninth most violent in the nation. Yet in California during every month of 1973, there were about 28 assaults on school professional personnel, 9 on peace officers–and 74 on students. Every month, students were caught with guns, knives, or bombs 120 times; vandalism or theft occurred 1,379 times. In Compton, just outside Los Angeles, a student was shot to death in 1974. Most recently, a student was killed in a Los Angeles high school.

Visit an English class in Compton High School. It may be like classes in your school–if so, you know it. Or maybe there are classes like this somewhere else in your district, and you don't know it. . . .You pass the guard at the school door with a nod and a smile and no questions asked, because your appearance is respectable. A few of the students in the big, echoing corridor stare openly at you; most, talking and hurrying, ignore you. Echoes clatter against the dun, gleaming walls of the staircase that leads to the basement. Near the bottom lounge three young men. They seem exceptionally large and they stare at you; they aren't hurrying, they have nowhere to go. You don't quicken your pace, but you're glad to get inside the classroom with the teacher and the students. The teacher persuades the students to be quiet enough so he can tell them: Here's someone who wants to ask about violence in the schools. But the classroom wall is thin and it doesn't reach the high basement ceiling–you still hear the laughing and shouting in the corridor.

What are the most common kinds of violence in the Compton schools? A dreadful question, but it must be answered. And the answer isn't unexpected: extortion and assault. Almost a third of the students have been victims of assault; more than two-thirds have been witnesses. Elementary school pupils have been especially subject to extortion.

It isn't unusual to find a student carrying a weapon, concealed or unconcealed. Student lockers have been permanently wired shut so bombs and guns can't be kept there. In the district's most affluent high school, some parents are said to provide their children with guns for self-defense. They carry them in their attache cases. That's the only school where "hard" drugs are a real problem, but wine and marijuana are used throughout the district.

It's the combination of weapons and extortion that caused the killing at Compton High. A regular extortion victim was informed that he'd have to pay more in the future. When the day came and the collector approached, the victim, at the end of his resources, in desperation pulled out a gun and shot him.

The act became a statistic of school violence. People whose schools are free of killing can shake their heads at it. Criminologists can try to classify it: manslaughter? premeditated murder? self-defense? temporary insanity? All of these—or none? Responsible members of the school community will instead examine its meaning for students in school now.

Much of the violence in the Compton schools is attributed to organized groups, often called "gangs." Some of the groups are Afro-American, some are Chicano—fighting is mostly within, not between the two groups. There aren't any white "gangs," probably because only 1 percent of Compton's student population is white (about 85 percent are Afro-American, 14 percent, Chicano).

The bulk of the students refer to their peers who commit violent acts as "them." "They just act crazy." "They come to school sometimes, but they don't go to class." How do most students survive? By acting confident, unafraid—or inconspicuous. By being quick-witted and resourceful. The choice of strategy depends on individual personality and on alignment in the school hierarchy. A member of the intellectual elite acts differently from an ordinary student, who may just try to be invisible.

A representative of one organized group sees the situation in practical, not sociological terms:

> "If I ask you to give me a dollar, you can either give me the dollar or tell me where you're coming from. If you're not afraid of me, and tell me where you're coming from—suppose you need that dollar for something—you might not have to give it to me."

Teachers see little point in reporting violence. While an incident is taking place, a teacher dare not leave the class alone long enough to go for help—and often, in the Compton schools, the intercom doesn't work.

Teachers and students both say that a student who is reported to the administration or even picked up by the police is likely to return next day as a hero. At one point, students who were found outside school during school hours were taken to jail. A young person could decide every morning whether to go to school or to jail. Students thus had the chance to learn their way around the jail without having to serve a long sentence. In any event, the "correctional" institutions, local or state, hardly ever correct. The situation young people face on the outside doesn't improve, either. Those students who serve time once are likely to do it again and again.

"The whites ran away. When it got to be too much for them, they turned it over to us. And we're learning just as fast as we can."

Let's look at the city of Compton. Many of its handsome, roomy, two-story houses are boarded up. Some of the owners couldn't pay their taxes; others have just closed up their houses and gone to live somewhere else. Federal agencies own 5 percent of Compton's housing. Big corporations have moved in, attracted by a low tax rate. Compton needs jobs—the overall unemployment rate is 10 percent. For young people, it's far higher. And jobs are very important to them, both for money and for self-respect. But the corporations haven't brought many jobs, because what they're building is warehouses.

Compton would be a fine place for people from Los Angeles to live in high-rise apartments—it's close, and there's a freeway. But the people who live in Compton now like their one-family houses, their yards and wide streets. They don't intend to be cleared away to make room for apartment dwellers from the city. Compton's city government points to signs of progress—last year the major crime rates fell between 12 and 22 percent. Federal resources are being sought out. And Compton has survived a lot already.

In 1965, around the time of the rebellion in Watts, across the Los Angeles city line, Compton's population was 80 percent white. The "first wave" of Afro-American citizens had arrived in the 50's, bought houses, settled down. Watts and other events of the middle 60's brought the pressure of national issues to bear on Compton. White citizens looked across the boundary at Watts, not with compassion, but with a shudder. People who lived in Watts needed more room; many of those who could, moved over into Compton. Within two years, Compton's population was mostly Afro-American. By 1974, it was mostly young as well—the median age was 19.

More of Compton's citizens were school-age, and they were of a new kind. The schools weren't prepared to teach students from Watts. Change came, but the teachers and administrators didn't change. It was 1968 before the first Afro-American high school principal was appointed.

Before they could adjust fully, the schools were further disoriented by the consolidation in 1969 of four systems to form the Compton Unified School District. Unification brought more money, temporarily, as the four budgets were combined and old, long-standing bills were paid. But the affluence didn't last long. The new district never got beyond the "provisional" organizational structure it started out with, but state support for that structure ended in 1971. Some people in Compton think that structure is expensive and full of redundancies—no administrative positions were cut.

Many readers will recognize these problems—students and school hierarchies thrown hastily together, without the right kind of planning and preparation, confused, hostile. Each is tempted to blame what is alien to him or her, or to blame the process—to say consolidation (or integration, or redistricting) is just unworkable. In fact, the process hasn't been given a fair trial.

Finally, since 1972 some of the highest offices of both the city and the school district have been filled by new people. The city has a new mayor and three new school board members. The school system is led by an acting superintendent. All these people are learning their jobs rapidly—but they haven't yet learned to pool information, ideas, and objectives.

"We'd like to talk to the (school board, city government, teachers, students, parents, juvenile authorities)—but we don't."

Compton shares a major problem of many school districts in the United States. Different groups of people may want the same things to happen, may be working to accomplish the same things—but each group is working in isolation. For example, the Parks and Recreation Department may want to set up an after-school program. They'll do it on their own, without discussing it with the schools the kids will be coming from. Or the city may have the money for a vocational program—to train the graduates and the dropouts the schools hadn't the facilities to train. Maybe the police will sponsor a course in juvenile law—but students will have to go outside the schools to get it. In Compton, a halfway house for young pêople released from detention is funded directly by the state. The city government and the schools have nothing to do with it—in fact, they're said to be hindering it.

The teachers and the school administration both want good education, but the teachers are full of mistrust. Why is the central administration so big? Why are there so many vice-principals? What are their duties? How are they selected? They see plainly that the more professional staff leave the classroom, the more students are left for them to teach. As for students—"It's disgusting," said one teacher when a colleague ate lunch with her students. As far as the students can see, with very few exceptions "none of the adults cares anything about what we do or what happens to us. We're only killing ourselves. They only get upset when we burn something down." "They're just using us"—to earn a living, gain power, achieve prestige. A parent was a little more optimistic—"It's about 50-50. About half of us care." Would those who care work together to help all students? One mother, with a family of boys anyone could be proud of, responded this way: "Let's say I'm with you thick and thin. When the going gets thick, I thin out. I'm going to think of my children first." It's hard enough to raise one family with confidence and self-respect.

"I have just 6 months until I graduate. Then I'll have to support myself somehow. I could live off my parents, but that's not right. But how can I get a job?"

The person who said this is probably a member of one of those organized groups called "gangs." He and his colleagues are asking for three kinds of things.

First, they're asking for usable vocational education in the schools:

> "[Like many other Compton students,] I used to go to school in L.A. They started to teach us computers. Then we moved here, and there was no class, no equipment, nothing. I wanted to know about computers so I could get a job. We asked for a course, but they turned us off."

Compton doesn't have an adequate work-study program. "All of the job applications ask about experience," one young woman pointed out. "But how can we get experience if we can't get a job without it?" A young man wondered, "What do you say when they ask if you've ever been arrested? If you say yes, you don't get the job, but if you say no, they fire you for lying."

The only work experience available to many Compton students is in extortion. They can learn about that occupation any week on the evening news, in stories about the police, governments at all levels, politicians, major corporations. It's not respectable, but it brings a good living. It's power politics, old-fashioned but effective and well-publicized. It doesn't require training, experience, references, or capital. No wonder some of the students who have seen few benefits from respectability give it a try.

The second thing the students want is education they can apply, in an environment where they can learn. Many students spoke of the need for consistent, fair discipline. After all, some of the students are running disciplined organizations themselves–why can't the school administration do as much? Some of these students said they could get the violence out of the schools, but they don't believe the schools offer anything to replace the violence. They don't see how the curriculum relates to their lives. Things that happened long ago and far away–no one explains how they can help a person live now in Southern California. Too often, teachers "expose" students to "material" as if they were so many pieces of film–except that film gets "developed" after it's exposed. What relation does a leader of an organized group in Compton have to Beowulf fighting the monster in Anglo-Saxon England? "They don't ask on a job application, 'Who was Beowulf?' " The school has a responsibility to help students find the relationship–or to teach something more obviously "relevant."

The students are asking, finally, for something to do after school, in the evenings, on weekends. "There used to be a little gym where we could go and lift weights," said one, "but they closed it."

"We have to meet our friends in school," another pointed out. "There isn't anywhere else"–but it doesn't leave much time for going to class. Extracurricular activities? The teachers won't hold them after school, and the students won't come to them before school. Anyway, most of the students who once joined clubs have moved away, without recruiting anyone to take their place. Six tickets to Compton High's football games were sold last fall. "Who's going to go to a game when there's no band?" Who's going to take band when they have to take turns with the instruments? The students themselves had plenty of ideas. "The city has all those boarded up houses. Why can't we have one of them where we could give dances?" In fact, several of the students showed a strong desire to try their hand at business. When they got a Project-Neglect team member alone, they asked very practical questions about grants, proposals, management–how to get things done.

"The schools are the battleground where society fights its battles."

From its observations in Compton, the Project Neglect team drew several conclusions that may help other communities concerned about violence in their schools. Violence in the schools isn't an isolated and bewildering phenomenon. Nor is it just "something in the air," a contagious societal disease which students can catch like anyone else. The schools need not reflect *every* aspect of society. Attacking educational neglect, with determination to teach and determination to learn, has a chance of making the violence of our society irrelevant to the schools. Violence in the schools has specific causes, which specific groups of people can remove, each with their own kind of resources.

Good communication between the groups increases the effect of their efforts; they need to make sure they're all working towards the same goal, and to avoid duplication of effort. But lack of communication is no excuse for inaction.

Parents and Their Institutions

People of school age need attention–the right kind of attention–from adults. They need people who respect them enough to set reasonable standards for their behavior. They need people who care enough about them to take the time to see that they observe these standards. Years ago, you might steal an apple on the corner–but by the time you got home, your grandmother would be waiting on the porch to speak to you about it. It's not a sign of love or respect to turn a 14-year-old loose to make all her/his own moral decisions. This is especially true in a nation where young people are systematically excluded from responsibility. The exercise of responsibility takes practice.

Many parents feel a bit desperate "I can't do it all alone." They don't have to. After all, it was other people in the community who told your grandmother about that apple. Nowadays, grandmother may be in an old people's community or a nursing home. Even if she is, parents still can get help.

The Church. If they go to church, parents can make sure their church provides space and supervision for young people's activities and not just social activities. Some people don't have a good place to study at home; the church can provide space for studying, and sponsor a tutoring program, too. It can enlist young people in doing the work of the church helping old people, visiting people in institutions, cooking the church's Sunday dinner. Clubs and other community organizations can help parents in similar ways. The main thing is to ask questions and make suggestions and try things out until you find out what kind of activities the young people want, and how they want them organized. They may just want space for a project of their own, they may want transportation, they may want instruction or supervision. Then what they want has to be hammered out against what the church or club is able and willing to provide. After a trial period, the whole thing may have to be renegotiated. Instant success is common only on TV and that's a good lesson for both young people and well-meaning adults.

Public Officials. Most parents are eligible to vote, too, so they can work to elect candidates who will help them. School board and city elections have the most obvious effect on the kind of place children will grow up in.

What the schools teach, the physical and mental comfort of school buildings, the quality of books and equipment, the standards of conduct and type of discipline, the degree of democracy and student responsibility in the schools, the availability of credible work-study programs all can be determined by school board policy. Unfortunately, school boards don't always concentrate their efforts on these issues. They sometimes assign priority to saving money, or keeping the tax rate down. In these cases, the results of miseducation raise the costs of other city services, such as law enforcement and public assistance. However, because the school board isn't held responsible for those budgets, it continues to hold its own budget down.

A city government can do several things to let young people grow up with confidence and sound ideas. It can establish standards of honesty, responsiveness to citizens, and public service. It can ensure that streets are safe and clean; that parks are pleasant and conveniently located, and that they have the staff and facilities for games. It can establish equitable tax policies that make business pay its fair share of the costs of city services. It can enforce the law fairly, avoid harassment and brutality, make sure offenders are punished, work with other governments at all levels to create correctional institutions that encourage inmates to abandon crime and help them do so after their release. A city can even take steps to get local industries and businesses to cooperate in work-study programs.

State and national officials have less immediate effect on the neighborhood and the school, but state laws can affect curriculum, textbooks, teaching conditions, or student rights; laws that affect money can be passed at either level.

Parents can urge all these officials to actions they think will help them raise their children to be competent, confident, and responsible. When the officials do badly, parents can question the candidates in the next election, get (and write down) promises—maybe run candidates of their own choosing. That's a lot of work—but the chance of better government isn't the only repayment. Young people will see their parents putting in some time and hard work because they care about them. They'll learn something, too, about the democratic process—and probably about perseverance in overcoming failure. Students in Compton have already recognized the power of the ballot. They've started their own voter registration drive—and they've already gotten some opposition. Somehow their registration volunteer can't get enough registration forms for them. Compton's parents have an unusual chance to support their children by fighting beside them for the voter education drive.

Parents *can't* do it all alone. Sometimes they'll back the wrong candidate or the wrong proposal. Sometimes they'll lose, even when they're right—about an election or a school policy or a household rule. But they can make a difference, and it can be the decisive difference, to their own or someone else's children.

School System Staff

Within the limits of school board policies, available resources, and the law, the school system staff is responsible for what happens to students while they're at school. This responsibility takes different forms for administrators and teachers.

Administrators, from the superintendent to the assistant principal, have to be aggressive to get what they need for their schools. Too often, they, like school boards, concentrate on other goals—making the schools look peaceful, getting a good reputation, securing a promotion. Administrators who are afraid to let the quality of their leadership speak for itself attract community suspicion. "These folks just drain our time and money and drag us down," said one community spokesperson. Administrators' real responsibility lies in securing the essential resources of education:

- Courses that will teach students what they must know—in order to earn a living, to understand the histories and cultures that affect their lives, and to use humanity's experience in making their decisions.

- Textbooks and materials that will interest students and give them a true picture of the world. Administrators may get those books and materials through the school board, the federal government, private foundations, cookie sales, or writing and duplicating their own—so long as they get them.

- Modern laboratory facilities—not just for science, but for career education courses—whether they get them from established school sources, the Chamber of Commerce, the Lions Club, or the corporation branch in the industrial park.

- Teachers who are dedicated to teaching the students in their classes and are able to teach them. This means administrators must build teachers' morale. For one thing, they must recognize and support teachers who inspire the respect of their students, especially of their "difficult" students. Their assignments and promotions and other personnel decisions must be obviously fair and based on competence and performance. A teacher strike in Compton was followed by concentrated petty harassment of education association and strike leaders. If they're driven out of the system, the morale of all teachers will be driven lower.

Administrators' directives must be precise, so that teachers and students know exactly what the rules are. They must back up teachers' just complaints against students—and students' just complaints against teachers. They must work out, with teachers, procedures for incidents of violence, accident, or school disruption, and make sure every teacher knows those procedures. In Compton as in other schools across the nation, these procedures should include a list of people who can talk to students and parents who are fluent only in Spanish, or, say, Japanese, or Tagalog. Teachers who aren't bilingual have to have that kind of support for emergencies.

Administrators must give teachers the means to improve their teaching when that's necessary. The education association can help them plan the courses or counseling that teachers need.

Among administrators, a principal has a particularly heavy responsibility. She/he sets the tone of the school, lets teachers and students know what to expect and what is expected of them. One Compton secondary school changed a lot when it got a new principal this year. All the teachers now teach reading—the reading that students need in order to learn their subject. Different grade levels "own"—decorate and look after—different areas of the school. A student advisory council meets with the principal whenever they have something to discuss. Students who are persistently disruptive or break rules in other ways go to a special room where they do their classwork in a small, closely supervised group. Violence? The Project Neglect team didn't hear about any serious violence in the school—another change from last year.

Teachers find it a challenge just to keep on trying. It's tempting to blame the school board or the central office or the principal for everything—how can an isolated teacher make up for all their shortcomings? It's very tempting when there are fights every day in your class, and last week you took a knife away from a student for the eleventh time since September. But a teacher who wants to really teach, not just get paid for teaching, has to do more than just try to survive six periods a day.

The Project Neglect team got ideas from some of the teachers in Compton. "Violence? No. . .there hasn't been any in this class all year." That's right, said the students. No violence in this class. What is it about these particular teachers? Various students of theirs, questioned in an undertone, all came up with variations on one old, sentimental-sounding answer: "She cares." In Compton, that's a very practical answer. The teachers who care seem to be the only ones who are able to teach anything.

Just caring is not enough unless the students know about it. They know about it in Compton when a teacher spends time with them outside of class, without being paid to. That teacher could be relaxing or earning needed extra money or going to San Francisco for the weekend. Instead, she/he is working with students on their school problems, personal problems—whatever they bring.

Students praise one teacher who has overcome the limitations of a dry and obsolete text. Her tools are a duplicating machine and a fine teaching style. She shows she's serious about teaching, so students know she cares.

Another part of caring seems to be recognizing the different personalities and backgrounds of the students. Students notice which teachers recognize each student as an individual, which teachers take the trouble to learn about their students' cultures. Long-time Compton teachers have been asked to teach first middle-class whites, then middle-class and poor Afro-Americans, and now Chicanos, Mexicans, and Samoans. The school system hasn't given them the information and support they need in order to teach those students. Nevertheless, some teachers have gotten that information themselves; they get support from their students; and they teach well.

The teachers who care expect students to meet certain standards of behavior. There's a shade of surprise in the answer "Violence? No. . ." That teacher never expected any violence in the classroom. Maybe her students have too much respect for her and for themselves.

Caring—in the conventional sense of being an enthusiastic defender of everything young people do—isn't the answer. The answer in Compton seems to be doing things that show respect for students and determination to teach them.

Every teacher doesn't know by instinct how to do these things. Overcoming isolation in the classroom is a first step: teachers can get help from one another. Through the education association they can decide on standards and set out to bring all the teachers in the system up to those standards. They can put pressure on the school system to get the kinds of training they need. Any teacher who can learn to teach the students in her/his class must have ample opportunity to do so. On the other hand, the teacher who can't or won't use that opportunity does not belong in the classroom.

Students, like the adults in the schools, can easily talk themselves out of responsibility. Excuse is plentiful.

- Students have teachers and parents and maybe the police all causing them various kinds of trouble.

- Our society gives them examples. High school seniors can't remember a time before the Cold War; sixth-graders were born with the first Kennedy assassination and grew up with Vietnam on TV.

- The economy was bad for most of these students years before the media—let alone the President—admitted it was bad for the nation. The unemployment rate for young Afro-Americans is usually about the same as the national rate during the Depression of the 1930's.

- Morality? Values? Look at Watergate. Look at corporate tax rates. Look at the CIA.

- In short, the argument runs, why should students have higher standards than national public figures? Standards won't get them a job; there are no jobs. Even a job just means probably paying a higher tax rate than your employer—and being more honest than some members of the government that gets those taxes. This line of reasoning has been followed by many disillusioned people in the past few years. Young Americans, just because they are young, are even more likely than other Americans to want instant results for every effort they make. Or else.

Or else what? The only threat within in their power is the threat of wasting their own lives—through violence, drunk driving, drugs, just living to buy things, doing nothing at all.

To make that kind of threat, people have to be desperate. They also have to believe that they, personally, aren't worth saving. Desperation must have canceled the will to survive, the belief that they can have lives worth fighting for. Frustration—*always* facing impossible odds—must have worn away the self-respect that can say, "The President—or the principal—has low standards; I have high standards."

Clearly, however, students don't have to give up; they *don't* all give up. The students who talked with the Project Neglect team in Compton haven't given up. It helps to have strong support from parents, but some survive without it. It helps to have the encouragement of a teacher or a pastor; it's very difficult indeed if no adult shows care. Sometimes friends keep one another struggling on. A young person has to be very strong to survive with nothing but unshakeable faith in her/his own ability. Even that happens.

Surviving, saving oneself, means getting different kinds of skills. For one thing, there aren't enough jobs for everybody who wants one, although there should be. But there are jobs for those who have more skills than the others who want those jobs. Part of surviving is getting the skills to get a job. In getting job skills, people will probably have to practice other kinds of skills—resourcefulness, practicality, planning, persistence. The same kinds of skills, combined with many kinds of information, can be used to start a business.

When they have the skills to survive, young people may start to want to do more than survive. They can save time by learning from other people's experience as well as their own. Resourcefulness, persistence and the rest will help them get at the usable information that's coded in the world's history, literature, science, philosophy. It's easier if the school, or just one teacher, or a librarian helps. It's possible with just public and institutional libraries.

Young people can also use their survival skills to help their younger sisters and brothers respect themselves and live. This chain of teaching and learning begins with the young people in school now, but it will have to go on for a long time. One student summed up the situation in Compton: "It's not so much the violence we're afraid of; it is the future."

BACKGROUND READING

More reports, articles, and court decisions on school violence and student rights are appearing every week. These are a handful of the readings available at the present time.

California State Department of Education. *A Report on Conflict and Violence in California High Schools.* Sacramento: the Department, 1973. 30 pp.

Institute for Development of Educational Activities. *The Problem of School Security.* Dayton: the Institute, 1974. 24 pp.

National School Public Relations Association. *Vandalism and Violence: Innovative Strategies Reduce Cost to Schools.* Washington, D.C.: the Association, 1971. 57 pp.

Today's Education. "Teacher Opinion Poll [Student Violence]." *Today's Education*, September-October, 1974. p. 105.

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THE PRICE OF LEARNING ENGLISH: ACCULTURATION OR CULTURAL ANNIHILATION?

Introduction

In January 1974, the Supreme Court rendered its landmark decision in the case of *Lau* v. *Nichols*. To schoolchildren who don't speak English fluently, the date is as significant as May 1954 has been for children in segregated schools. The 1954 case, *Brown* v. *Board of Education*, made segregation illegal. *Lau* v. *Nichols* concerns another kind of denial of educational opportunity. In its decision, the Court specifically stated that children have the right to be taught the English they need in order to understand, and learn in, classes taught in English.

> Basic English skills are at the very core of what these public schools teach. Imposition of a requirement that, before a child can effectively participate in the educational program, he must already have acquired those basic skills is to make a mockery of public education.[1]

The *Lau* decision doesn't mean that students are to sit uncomprehending through five classes a day while they're learning English in one.

> We know that those who do not understand English are certain to find their classroom experiences wholly incomprehensible and in no way meaningful.[2]

In short, they daily fall further behind their English-speaking peers. Therefore, their right to equal education means they will be taught in their own language what they can't yet learn in English. Teaching English, teaching in English, and teaching in the students' native language all are elements of what is called "bilingual education."

Further, the Supreme Court in its *Brown* decision recognized that students need to respect themselves and their own background if they are to learn well. Children who don't speak English at home don't just need to be taught English; they need to find their language and culture respected in the school. In addition, all children need to know and respect the various cultures of our society. So what is needed is education that's multicultural as well as bilingual.

San Francisco's Task Force on Bilingual Education summarizes the principles of the kind of education that's needed. They reason–

1. That the primary means by which a limited or non-English speaking child learns is through the use of such child's native language and culture;
2. That using the native language to teach other subjects allows the education of the child to continue uninterruptedly from home to school, thus preventing his retardation in subject matter while he learns English;
3. That teaching a child to read first in the language he brings with him when he enters school facilitates his learning to read and write in a second language because the basic skills to reading and comprehension are generally transferable from one language to another;
4. That curriculum which incorporates the student's familiar experiences, community, history, and cultural heritage will help build pride and self-confidence in the student, and by being more relevant to the student's personal experiences, heightens his interest and motivation in school;

5. That by integrating the language and cultural background of all students, bilingual-bicultural education reinforces and increases the communication between home and school, and between different ethnic groups, thus improving the student's motivation and achievement and reducing interracial misunderstanding.

The *Lau* decision affects schools from Bangor and New York to Dallas and Santa Fe and San Diego. It affects children who speak French or Spanish, Navajo, Tagalog or Samoan. However, the suit was brought on behalf of Chinese-speaking children in San Francisco. To see the conditions that prompted the suit—and what has resulted from the Supreme Court's momentous decision—NEA's Project Neglect team on Asian bilingual education conducted its study in the Asian community there.

As the team visited schools and held hearings, both teachers and aides and community members gave generously of their time and information. What it found are problems and possibilities it believes are typical of school districts where not all students speak English fluently.

> **"RECOGNIZING THAT WE LIVE IN A MULTI-LINGUAL AND MULTI-CULTURAL COUNTRY, IT IS THE POLICY OF THE SFUSD TO RESPECT AND NURTURE THE LANGUAGE AND CULTURE OF EACH INDIVIDUAL STUDENT WHILE PREPARING HIM FOR PARTICIPATION IN A PREDOMINANTLY ENGLISH SPEAKING SOCIETY . . . "**
>
> **Bilingual Policy Statement**
> **San Francisco Unified School District**

Asian history in America is long. Pilipinos had come to the West Coast in galleons before the Mayflower left Plymouth. The already sizable Asian population of the San Francisco area has been growing rapidly since the early 1960s, when immigration law reform made the city a major port of entry. Yet Asians in San Francisco are still being treated as aliens.

At present, the city is the home of 117,500 Asians and Asian Americans. They make up 17.2 percent of the total population there. The children make up 28 percent of the students in the San Francisco Unified School District (SFUSD). More precisely, according to District figures, 15.8 percent are Chinese, 7.3 percent are Pilipino, 1.7 percent are Japanese, .5 percent are Korean, and 2.7 percent are "other nonwhite"—they speak Samoan, Arabic, Hindi, Burmese, Vietnamese, and Pacific Island languages.

Nobody knows how many of the children speak English well enough to actually learn in "regular" classes. The District's estimates of how many do *not* are based on teachers' opinions. These figures rose from 5,269 in 1969 to 9,084 in 1973—then inexplicably fell to 4,911 by December 1974. According to San Francisco's Task Force on Bilingual Education, the actual number is probably more than 10,000. A 1972 survey found 20,000 children whose home language is other than English.

Some things about the situation, however, are known all too clearly. According to Task Force figures, in 1974, about 400 children were in "reception" programs for recent arrivals. There were 2,953 children in English as a Second Language (ESL) programs. About 1,500 were in bilingual education programs; because of integration requirements, about half of these were English-speaking.

Senator BAYH. Thank you very much, Mr. Harris. I could not help but think, while listening to you and Mr. Shanker, that you represent a group of citizens in this country that—in the humble opinion of this one Senator—play a more important role than perhaps any other single group. I admit that my feeling may be the result of having two parents who were schoolteachers. But looking back at my own personal background, I think all of us can say that without the responsive attention of teachers generally, and certain teachers in particular, a few of us would not be where we are right now. And yet, to find the important role that these opinion leaders and opinion makers play in society are now impeded by the forces of vandalism and violence does not speak well of our society.

If I might relate back to an appropriate admonition of Mr. Shanker, that rather than a blight on our schools, this probably represents a blight on our society in general. As you have pointed out, what is going on in the classroom is a reflection of what is happening on Main Street or in neighborhoods generally.

Dr. Kiernan, you represent those who have a very important role in the management of the educational process at the secondary school level, and we wish to have your thoughts on this important problem.

STATEMENT OF DR. OWEN B. KIERNAN, EXECUTIVE SECRETARY, NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS, RESTON, VA.

Dr. KIERNAN. Thank you, Mr. Chairman. As you indicate, I do represent 35,000 secondary school administrators in this Nation, and these men and women in turn have responsibilities for approximately 20 million American youth. And let me, at the outset, subscribe completely to a comment by Mr. Shanker earlier, that most of these young people are very substantial citizens. It is the subcommittee's responsibility, obviously, to take a look at those who are out of line, off the track, in need of guidance, in need of help—in need of sympathy, perhaps. But this in no way lessens our concern, or I am sure yours, Mr. Chairman and members of the subcommittee.

Ten years ago, in the secondary schools of this Nation, violence and vandalism were remote problems. Occasionally, we would have a so-called "blackboard jungle school," but this was quite unique. This is no longer the case. Ten years later, we are finding ourselves with frightening statistics, as you have described them, contained in the subcommittee's report. I will not present my full manuscript as such, with your permission, Mr. Chairman, but I do want to highlight a few statistics which may support the findings which you have already presented.

Senator BAYH. Before you start, let me concur in what you have said. I think this not only puts the problem in the appropriate and proper perspective, but it increases the importance. Most young people want to learn, to cooperate, and are as good or better than other generations of children. I think we are kidding ourselves if we do not recognize the capacity of young people today. The tragedy is that there are a relative few whose vandalism and violence are making it more difficult for teachers who want to mold and expand the opportunity for the majority of young minds to make a contribution to society.

Mr. **Harris.** I do not know if it is appropriate for me to respond at this time, but on that particular point, I would like to make this point. If we look simply at the young people who are causing problems under the assumption that the problem is with them, then I think this is to make somewhat of a mistake, and it is to be a bit simplistic in our approach. If we were talking about an insignificant percent of the students causing the majority of problems, et cetera, I think that would be one thing. But 23 percent of the young people are failing to graduate, with another large segment graduating as functional illiterates, unable to read and write fourth-grade reading materials upon graduation.

Now, this suggests to me that the problem is not just with the students who are having an unsuccessful experience, but that if we are going to solve it, we have got to take a hard look at what we are offering to children, in addition to dealing with whatever specific kinds of needs might be cropping up with 23 percent. I think that if 23 percent of anything else failed, if 23 percent of the automobiles would not run, or 23 percent of the buildings caved in, or 23 percent of the stuffed ham spoiled, then we would say that there is something wrong with whatever it is that produces that 23 percent. So I think that our schools are not blameless, and it is not just the fault of these kids that are doing things.

INTERRELATED PROBLEMS CAUSE COMPLEXITY

Senator **Bayh.** Well, sir, I think that is absolutely correct. This problem is so complex; and I am sure that all of you recognize that if we are going to find out why 23 percent fail in schools, we are going to have to look at some of the conditions that exist in the communities so that we do not stereotype educational problems as the sole cause. It is all interrelated. What is happening in the street, in the neighborhood, in the nice suburban home, has an impact for good or for bad on the school system. I wanted to develop that dialog.

But, Dr. Kiernan, please continue. We can come back to this subject.

Dr. **Kiernan.** Again, I think we are in agreement. I am sure Mr. Shanker did not mean to imply that we are not concerned about that small percentage, and there is some disagreement in terms of what the percentage actually is. What we are suggesting, however, is let us not forget the 80 percent, or whatever percentage it may be, that are solid citizens, making a tremendous contribution to the schools of this Nation and the society generally.

But we still have the hundreds of thousands of young people assaulted annually, a half billion dollars, a staggering amount in terms of the actual vandalism, and widespread destruction of property. And turning to that, let me cite just one school in suburban

Chicago to give you an example of what has happened in recent years. This school certainly would be on the list of any one of the top 100 secondary schools of the United States. I am comparing the school year 1970–71 with the school year 1973–74, our last full school year. Larceny, in the first category, jumped from 26 to 105—these are specific incidents. And again, as Mr. Shanker points out, in New York City—it is true in the other major cities—that many of the major incidents are not reported. But here are cases of larceny quadrupling over this short time. Fighting picked up—these are serious fights, not just minor altercations—from 29 to 47. Trespassing jumped, locker breakins increased from 90 to 167. Vandalism itself, that is serious vandalism, jumped from 27 to 71.

I could list the others but I will not take the committee's time to do that. Bomb threats could be added, and just so that you will not assume that we are picking on the Midwest—and I am sure, Mr. Chairman, you would not want us to—in this very city, the subcommittee makes reference to one of our senior high schools where the school bank was robbed. What is left out of this story is the tragic circumstances which followed. An assistant principal coming out into the corridor to see what the fracas was all about was killed in coldblood. This took place at Cardozo High School, as I am sure you are well aware. I could also cite a tragic incident at Woodrow Wilson High School in Northwest on Nebraska Avenue. A guidance counselor supervising a school dance, attempting to keep what little money there was from the dance, the school receipts; when approached by what you would have to describe as thugs, resisted and also was killed in coldblood.

POLLS SHOW FIVE AREAS OF CONCERN

Most assuredly we are not minimizing the seriousness of the problem. But we are indicating again that we do have some pretty responsible young people who are assisting us, as they will assist the Congress, in trying to do something about this serious increase. Each year, the National Association of Secondary School Principals polls principals throughout the Nation, in all 50 States, and we find the following five problems of rising frequency or concern to them—and this is shared by faculty members, by supervisors, by school boards, and by the general citizenry. The first is student vandalism and violence, just what the committee is concentrating on at this hour. The second is outright defiance by students, the ignoring of rules, or the refusal to follow standards which are reasonable. The third is a lack of time, wasted time, or a neglect of studies. Smoking came in as number four, and absenteeism polled in the number five position. I have, with your permission, Mr. Chairman, appended our most recent study,[1] which has just been published within the last month, on absenteeism in this country. This does relate very closely to violence and vandalism.

When most of us were going through schools, and when your good mother and father were in the teaching field, Mr. Chairman, a typical school year absence rate, usually due to respiratory infections, would cause a young person to be out perhaps 4 or 5 percent of the time. Today, that 4 or 5 percent has jumped closer to 15 percent, and we have many major cities where the absentee rates are 30 percent. There are some cities, in fact, where faculty members would be delighted if they could claim better than 50 percent attendance on any given day. This situation has added to the seriousness of the problem which you address this morning.

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[1] See p. 58.

For those who assume, however, that this is just a problem for the secondary schools, let me call the committee's attention to two pipe-bomb makers apprehended just within the past 3 weeks. They were making crude but lethal bombs, selling them to their classmates at 35 cents each for use in public buildings, including schools. Their ages—12 and 14!

INCIDENTS OF INTERNATIONAL STUDENT VIOLENCE

Now, I do not wish to leave the impression that vandalism and violence is unique to these United States. I have had the opportunity to look in on school systems in every corner of this Nation, and the school and collegiate systems in some 26 foreign nations. I saw evidences of unrest on the world scene. I saw no specific evidence of any conspiracy to get young people organized against the society, but I must commend the efficiency of mass communication's media in getting the word around. I cite one instance at the university in Tokyo; a bloody riot triggered by the desire on the part of responsible Japanese officials to extend the runways at the Tokyo airport. The extension had nothing whatsoever to do with the collegiate or school systems of that nation. I noted with interest that the Japanese students had found that they could attach to motorcycle crash helmets a fairly heavy piece of Plexiglas, and then by getting clubs and whatever other lethal weapons were available, they felt that they were perhaps on a more even footing with the Tokyo riot police. This riot was picked up by television crews and beamed around the world.

Later, I saw the same technique used in Australia, in Pakistan, and India. I happened to be on the Sorbonne campus in the spring of 1968 when the student revolt broke out in France. I saw the same technique used again, and I could cite similar experiences in Stockholm and London. Some unrest was observed in the cities of Leningrad and Moscow. Therefore, I would not want to leave the impression that only American young people are in this category; that they are only high school youth or those in the early adult years. This is a world phenomenon, and one we must tackle squarely and I commend the committee for its forthright approach.

Senator BAYH. Do you have any insight, of what was going on in the mind of an 11-, 12- or 13-year-old student making pipe-bombs for sale and distribution? Do you have the case history of that?

Dr. KIERNAN. I believe the community was Crestwood, Illinois. The chief of police said the pipe-bombs had a lethal quality that would exceed a typical hand grenade used in the military. Now, what inspires them? Later on, Mr. Chairman, I would like to touch on the question of violence as portrayed in our films and via the cathode tube. I know one of your colleagues, Senator Pastore, and others in the Senate, are equally concerned. But I think with television examples portrayed in the typical living room, it does not take youngsters too long to pick up the techniques of manufacturing a Molotov cocktail or a pipe-bomb, or whatever other lethal weapon appeals to their fancy. I think this is one of the facets of the problem that we must face up to very squarely and promptly.

Senator BAYH. Crestwood, Illinois, is not in what you would call an economically deprived area, is it?

Dr. KIERNAN. I would not say so. At one time, we thought this was only an inner-city problem, and it most assuredly is not. I will leave with the committee the actual press report which we clipped, this taking place within the past 3 weeks.

Senator BAYH. I do not think we could really define the problem by looking at one case. I think that looking at it case by case, you can get a better feeling as to just what is in the mind of a youngster that resorts to this kind of violence.

TODAY, 15,000 SCHOOL-EMPLOYED SECURITY GUARDS

Dr. KIERNAN. Ten years ago, our principals, with few exceptions, did not have on the school staff a security officer. Today, this is no longer the case, and we have some 15,000 school-employed security officers. I say school-employed rather than police-employed. They are patrolling the corridors, the stairwells, and the gymnasiums and locker rooms of many of our schools. This costs money which very well could be put to better use. Within the past month, I witnessed in Anchorage, Alaska, for the first time in that city, a debate as to whether or not they would increase their budget by $400,000 to put security personnel into the schools of that northern city.

We know what the contributing factors are. You have touched upon them in eloquent testimony. Perhaps a very brief reference is appropriate at this time: The breakdown of the family and family control, the glamorization of violence—we have touched on that—the street crime which spills over into the school, drug abuse, anonymity in the neighborhood and school, the subgroup solidarity with no allegiance to the society, the utter contempt for the value of personal or public property, even when the property is designed to assist them—I refer to a recently opened swimming pool which remained open for just a week. The concrete benches beside the pool were destroyed, the diving boards were destroyed, and then the game of the week appeared to be to find enough broken glass to place on the bottom of the pool to prevent anyone from swimming in that particular facility, a nonsensical kind of act. And with you, Mr. Chairman, I ask myself, why does this take place?

I think there are some other reasons that I would like to touch on this morning. One is the lethargic courts in this country. Typically, it takes 2 months to get a ruling on a simple case of trespass, and more serious cases take much longer to adjudicate, as you are well aware. By calling for a series of continuances, the defendant's attorney can delay decisions for months. As a matter of fact, they can probably wipe out any justice in a particular incident in terms of never-ending postponements. And I cite one case of an English teacher who was threatened by a student with a broken bottle. He was on campus after being suspended for a major infraction and obviously was a fit subject for exclusion. The teacher's life was threatened. He later had to change his residence and get an unlisted telephone number. Later he left the system, a fine teacher, to go to a place that presumably would be a bit more peaceful. His departure had a devastating effect on the morale of the faculty and the administration of that particular school system.

We think that under current procedures, many courts do not provide enforcement of those laws, which we think are needed to take care of the student body, the faculties, and the administrators of our schools. Occasionally, we have had judges described as both soft-hearted and soft-headed, who want to take a student who is clearly a destructive influence and put him back in the school for custodial purposes, simply to keep him off the streets. We do not think this is the answer.

OPENNESS OF SCHOOLS

Second, we have a problem, which we may have contributed to ourselves in the openness of schools and the openness of society. Many young people cannot handle this new freedom. They cannot differentiate between freedom and license. We have found that with less supervision, the chances of violence and vandalism in the school increases manyfold. I talked with a superintendent in one major eastern city, who indicated that necessary instructional equipment—he was referring to film projectors, typewriters, microscopes, band instruments—will seldom last a week without the equipment being damaged or stolen. This means that the academic program is in a shambles. It is impossible to teach typewriting without typewriters. This again speaks to the point that the subcommittee has addressed so ably.

STUDENT RIGHTS AND RESPONSIBILITIES

A third item is student rights, and we happen to be a strong supporter of student rights, as long as responsibilities tie in with those rights. We find that if you do not have this balance, you are going to be in real trouble, not only with the percentage of the group that Mr. Harris spoke about, who are off the track or out of line, but others who will pick up very shortly the idea that if John can get away with it, then there is nothing wrong with Joe or Bill or Mary giving it a try. Sometimes, the rights of the majority are overlooked in our attempt to make sure that we protect the minority of those who are involved with disruption in the schools and the community. Recent decisions of the U.S. Supreme Court show a careful and well-reasoned effort to obtain the difficult but necessary balance between these two interests. We fully support these decisions, and we would support them both in the spirit as well as the letter of the law.

Reference has been made earlier to *Goss* v. *Lopez*. I take exception to the comments on the part of some individuals, claiming that it was about time the "rascals"—meaning the principals—were caught up with. The principals solidly support the position of the Supreme Court in *Goss* v. *Lopez*. There may be, in an enterprise of this magnitude, somebody who gets out of line on occasion. This is true in medicine, or law, or business, or the labor movement, in any endeavor. But generally speaking, we find our principals do exactly as Justice White said in his opinion; they establish fair standards of due process, and that these young people are given a hearing prior to being suspended or expelled. The expulsion remedy is a very serious one, that is taken only in extremes by school boards. And in some cases, we know that the individual school board members are liable—I am quoting now *Wood* v. *Strickland*, also a recent case decided by the Supreme Court.

The fifth comment I would like to make is on the question of parent ignorance and indifference, and perhaps this is the most serious of all. One of the most appalling features of this nationwide problem is the lack of knowledge on the part of far too many parents as to the whereabouts of their children, day or night. In some cases, this can be traced to a pseudosophisticated attitude dealing with the "mod" or permissive society. Apparently, these parents have forgotten Alexander Pope's admonition, "Just as the twig is bent, the tree's inclined."

The sixth feature that we found in our studies is the collateral curriculum. These youngsters are taught by many curricula in the schools. But so, too, they are taught by radio, magazines, museums, TV—it is a long list, and sometimes the influence of these collateral curricula will be more influential on a child's life than would be the actual curriculum given in the school. We think it is imperative that this totality—all of it; that is, the museum, the TV studios, our filmmakers, you name it—every one of them must desist from glamorizing crime and violence against persons, and this currently is a steady diet in most of the homes of this Nation.

NASSP RECOMMENDATIONS

The NASSP has five recommendations. Let me cover them briefly. We think, first, that while principals are concentrating on maintaining order, they are not doing what they were employed to do; that is, to improve the quality of instruction in our schools, to improve the quality of student activities. Most of them now find themselves from dawn to dusk, and sometimes far into the night, zeroing in on problems of violence and vandalism. We strongly recommend enactment of legislation similar to the Safe Schools Act introduced in the last session. This legislation presumably could provide for training of school security personnel, to let them work with the principals and the faculties in facing up to these problems.

Second: Prompt attention by the courts to acts of alleged crime in schools is imperative. The delays and continuances, which I commented on a moment ago, should not be granted except for very compelling reasons. We recommend with a sense of urgency that means should be sought to reform the judicial process, so that undue delays no longer can occur.

Third: On the question of curriculum reform, we are doing a lot more today on what we call action learning, getting these young people under responsible supervision, not roaming the streets, aimlessly, but under supervision to work in service opportunities in the community. They might work with physicians, lawyers, accountants, architects; assist in tutoring, to work as the candystripers have been doing for many years in our hospitals—but to be given credit for this kind of experience out in the community. In Mr. Shanker's home city, we have the executive internships program which presumably has been very successful in getting these people out of the classroom, and giving them some feel for society itself. We think this approach would help in at least diminishing the opportunities for the number of cases involving violence and vandalism.

Fourth is student involvement. It does little good for the Congress, or for the National Association of Secondary Schools, in this case their principals, or we could turn also to the teachers represented by Mr. Shanker and Mr. Harris—for us to debate the question. We need youth involvement. I cite one case in a city that was having a great deal of difficulty on the school parking lot. Within the past week, the Washington Post published a photograph demonstrating very clearly that many of our young people drive to school. These particular students were losing cars, tape decks, tires, radios. The security officer called together the 300 students who showed up daily with their cars, asked them if they would volunteer to patrol—not to take overt action, but to patrol the parking lots at appropriate times—and they reduced theft and vandalism to almost zero level at that particular school.

INNOVATING PROGRAMS

My fifth comment, and last, deals with innovative programs which Congress might well consider in terms of funding. In South San Francisco, the schools staked the students to a budget equaling the cost of repairing the cost of the vandalism. The moneys left at the end of year went directly to the students for student-body projects. This cut the cost of vandalism in South San Francisco in half, and we think this approach has potential. Reduction in school size—I would like to suggest to some of our architects that they refrain from recommending the large, factory-type or monolithic institutional giant, placing too many students under one roof. If they have the building up and operating, then we ought to think seriously of the house plan—schools within schools—you eliminate the hundreds and thousands of young people who sometimes are pulled together in the factory-type of institution under the guise of an economy step.

Third is a suggestion that we borrowed from the hausmeister in the German gymnasium, where you have on campus a resident custodian. We found that Elk Grove, near Sacramento, California, recently has put on what they are describing as "trailer watchers." There is a trailer placed on the school grounds in which the person lives with his family. They have cut vandalism down substantially as a result of this kind of supervision, rather than relying completely on the police department. The police departments already have enough to do. This system would place a person on the campus presumably 7 days and 7 nights each week.

Again, Mr. Chairman, we could cite any number of innovative practices which we could demonstrate to show the committee. But we hope we are not back in the too little, too late syndrome. We believe we need help and we need it now. We would like to be able to get back what we ought to be doing in the secondary schools. Secondary schools got an early start in 1635 when the first one appeared on the scene in Boston, my home city. It seems to me we ought to concentrate on zeroing in on the preparation of young citizens as they did in those early years, giving them quality education, rather than concentrating on how many panes of glass have been broken or how many typewriters have been stolen, or whatever other damage or violence have occurred in the schools. We make this plea to you this morning, and again express grateful appreciation for your willingness to hear our appeal.

Statement to

SUB-COMMITTEE TO INVESTIGATE JUVENILE DELINQUENCY

U.S. SENATE COMMITTEE ON THE JUDICIARY
The Honorable Birch Bayh, Chairman

by

Dr. Owen B. Kiernan

Executive Secretary
National Association of Secondary School Principals

Mr. Chairman and Members of the Sub-Committee:

It is a privilege to appear before the distinguished members of this Committee to discuss the increasingly critical problems of vandalism and violence in our schools. I am appearing today as the official representative of the NASSP, a 35,000 member organization of secondary school administrators who in turn have responsibilities for 20 million American youth. Most of these young men and women practice responsible school and community citizenship on a daily basis. Unfortunately, the percentage of those *who do not* is increasing alarmingly. In January 1974, at the request of the Chairman, the NASSP presented documented evidence of this increase to the Senate Sub-Committee.

Violence and vandalism have moved, just in one decade, from being an ancillary and occasional problem in the life of the secondary school principal to a position of oppressive and ever-present dominance. Events are forcing the school principal to devote increasing amounts of time and energy to resolving problems of crime among the student body. This concentration of effort takes him away from duties he was employed to perform, i.e., to improve the academic program and the quality of instruction. As a result the students are short-changed.

Violence and vandalism in the secondary schools was once confined to a very few "Blackboard Jungle" schools found in the central cities. But now incidents of student crime appear throughout the nation. As you have already found in your earlier study, hundreds of thousands of pupils are assaulted each year and the property losses exceed 1/2 billion dollars.

Let me give you an example of the frightening growth of the problem in a large suburban high school located in the State of Illinois. This institution would be on anyone's list of the best 100 high schools in the nation. You would not, however, recognize any excellence in these data on violence and vandalism:

Summary of Incidents
Large Suburban High School
State of Illinois

Category	1970-71	1973-74
larceny	26	105
fighting	29	47
assaults	12	11
trespass	22	30
locker break-in	90	167
vandalism	27	71
bomb threat	4	6

Reports through March 30, 1975 show a continued rise of incidents for the current year. Another major city high school must time its dismissal bells to coincide with the arrival of police cruisers which proceed slowly along adjacent streets to keep rival gangs on opposite sidewalks from colliding in open warfare.

Each year the National Association of Secondary School Principals polls its membership on a number of issues in school administration and curriculum. Responding to the poll of April 1974, the secondary school principals of this nation reported five problems to be of "rising frequency or concern." These were:

(1) student vandalism and violence

(2) defiance by students, ignoring rules

(3) lack of time (or wasted time, neglect of studies)

(4) smoking

(5) absenteeism (A just completed NASSP study will be appended to this testimony. The subject relates closely to the issues of vandalism and violence.)

This poll establishes for the Association some clear distinctions. First, the "old" problems of the principalship--those of the late 1960's--are not the new problems of the principalship. Questions of student expression, student dress, and student activism no longer have central stage. Second, the growing incidence of crime in school seldom centers around student-adult conflict. Third, the crime spree of the seventies is flourishing despite school reforms made in response to student and parent demands for more freedom. And fourth, the principal feels inundated by a sea of demands with vandalism and violence representing the latest and highest wave.

For those who assume that these unfortunate acts are confined to the later years of high school and early adulthood I call the Committee's attention to two pipe bomb makers apprehended in a midwestern community just three weeks ago. They were selling these crude but lethal bombs to classmates at 35 cents each. Their ages? 12 and 14!

Schools do not glorify assault. They do not teach violence. The ideal of the common good and of the rule of law is represented in the administration of the school, in the teacher's classroom, in the content of the curriculum, and in student activities. What then is the problem? What are the causes of these problems in schools? What are the sources of aggression? And, more importantly, what remedial actions might be implemented?

The immediate task facing the principal is to maintain the safety and welfare of students. This requires, in these new times, greater supervision over cafeterias, hallways, stairwells, restrooms, and the exterior grounds than formerly was necessary. Consequently, an entirely new staff position has appeared in the typical secondary school, that of student security officer. In 1965 probably no more than 25 school systems employed such personnel. Today, school security personnel are typical. More large secondary schools (1,000 or more students) employ them than do not employ them. Over 15,000 non-uniformed, school-employed security personnel are serving schools during the current school year. The growth has been geometric, reflecting the seriousness of the problem, and no section of the nation has been excluded. Within the past month I observed school budget preparations in Anchorage, Alaska. For the first time in the city's history $400,000 was being requested for security purposes--money which most assuredly could have been put to better educational uses.

The long range objective of the principal is to change the situation, to erase the climate of fear and to make schools once again safe for learning. To reach this objective the principal is dependent upon the larger society as well as upon circumstances within the school.

The contributing factors to school crime are as complex as society itself. We know them all: (1) breakdown of the family and family control, (2) glamorization of violence on television and film, (3) street crime by youth which spills into the school, (4) drug abuse, (5) anonymity in the neighborhood and school, (6) a philosophy of self-serving expediency with little concern for others, (7) subgroup solidarity, with no allegiance to the larger society, (8) contempt for the value of personal and public property.

Other contributing factors, perhaps seen more clearly by the secondary school principal than by other citizens, are these:

1. Lethargic Courts. The actions of the courts are often delayed or equivocal, encouraging students to consider themselves "beyond the law" and causing a feeling of helplessness among the victims. Typically it takes two months to get a ruling on a simple case of trespass. More serious cases take longer to adjudicate. By calling for a series of continuances, the defendant's attorney can delay decisions for months. A male teacher of English who was threatened by a student with a broken coke bottle because the teacher had reported the student for being on campus after being suspended from school, was required to leave his teaching post and make three court appearances over a period of nine months. In each instance the case was continued without testimony. The teacher, meanwhile, received telephone threats upon his life. He moved to another apartment and used an unlisted telephone number. Ultimately, despairing of any positive court action, he

applied to another school district, was employed, and resigned his tenured position in the old district. The effect upon the morale of his fellow teachers was devastating. *Under current procedures, many courts do not provide enforcement of the laws adequate to protect the safety and welfare of students and teachers on campus.* This problem is compounded by the tendency of judges--occasionally described as both soft hearted and soft headed--to sidestep the problem and refer the students back to schools for custodial purposes to "keep them off the streets."

2. Openness of Schools. One factor in the increased tide of violence and vandalism in the schools is the increased openness, and lack of controls placed upon young people today. This change is not limited to the schools, of course, but applies to American youth and their behavior generally in the society. It should also be recognized that the mention of this change in society's treatment of youth is not intended as a criticism, no less a lament.

In many ways, the current attitude toward youth, and the freedom conferred upon them, is a good thing in our opinion, not only for the young people themselves, but for society as a whole. Recognizing the general merits of this change should not blind us, however, to the adverse side effects which may, and I believe have, resulted from the new freedom of youth. A certain proportion of young people just have not been able to use their freedom constructively and positively. Coupled with their health, strength, and energy, this freedom has made it possible for a relatively small percentage of young people to cause serious injury to persons and great damage to property. As we, and others, will testify, this damage has been greater nowhere than in the schools. In one major Eastern city the superintendent has indicated that necessary instructional equipment, e.g., film projectors, typewriters, microscopes, band instruments, etc., seldom will last a week without damage or theft. The resulting academic program is currently in a shambles.

3. Student Rights. There is room for argument as to how large the group may be which is abusing its freedoms. Argument can also exist--and does--as to the amount of protection due the rights of young people both in and out of school. There would seem little basis for disagreement, however, that society at large, and indeed, the large majority of young people who do not abuse their freedom, deserve to be protected in *their* rights.

Because of the nature of our political system, and particularly the judicial part of the democratic process, very often the rights of the majority get far less attention than do those of the minority accused of abusive actions. Speaking on behalf of some 35,000 principals, I want to strongly reaffirm our support of "student rights" however that much-abused term may be defined. But I would respectfully remind this Committee and the judiciary that such rights must be balanced by responsibilities, and that primary among them is the duty to respect the rights of others. Primary among those rights is the security of one's person and property.

To many of our members--and to many teachers as well--this right of the majority of students and school staff alike has all too often been overlooked in the desire to accord fair treatment to those accused of violence, vandalism, or disruption of the school and community. Recent decisions of the U.S. Supreme Court show a careful and well-reasoned effort to attain the difficult but necessary balance between these two interests. We fully support those decisions, and will do our best to see that they are followed in spirit as well as letter. But we would urge this Committee and the Congress to keep this need for balance well in mind in any deliberations on programs involving school conduct; and, whatever actions might be taken to accord greater opportunity and freedom to youth, that the necessary power to protect the school and its students be retained by the school system and its building principals. Without such power, the public schools cannot stand, and the loss will not be the principal's; it will be society's.

4. Teacher Apathy. The teacher who takes an interest in all dimensions of a student--in his attitude and behavior outside of the classroom as well as inside of the classroom--seems to be a vanishing breed. A strong trend among teachers has developed to guide and direct students *only* in the classroom, leaving the responsibility for controlling misbehavior elsewhere entirely up to the "administration." The employment of security personnel, unfortunately, may encourage teachers further to drop a responsibility for student behavior, generally. *All* members of the teaching and administrative teams *must* carry responsibilities for students wherever they may be. Otherwise the disruptive student will exploit this reduced supervision to steal, to vandalize, and to congregate in the washrooms or elsewhere for gambling, extortion, drug peddling, and similarly tragic ventures.

5. Parent Ignorance and/or Indifference. One of the most appalling features of this nation-wide problem is the lack of knowledge on the part of far too many parents as to the whereabouts of their children, day or night. In some cases this can be traced to pseudo-sophisticated attitudes dealing with the "mod" or permissive society. Apparently they have forgotten Alexander Pope's admonition, "Just as the twig is bent, the tree's inclined." Allowing children to run the streets unchecked and unsupervised is the perfect formula for producing the irresponsible young citizen and potential vandal.

Adult education courses are in the "must" category for these careless parents with sponsorship from the school system and all segments of the media. It goes without saying that Congressional support will do much to lighten the load for already overburdened school districts as they attempt to inaugurate such programs. Concerted efforts on the local, state, and national levels should return substantial dividends.

6. Collateral Curriculum. Students in school and out of school are taught by many curricula. As Dr. Laurence Cremin, President of Columbia's Teachers College, has pointed out:

> The Children's Television Workshop has a curriculum. The advertising departments of the Ideal Toy Company and Love's Lemon Cosmetics have curricula. The *Encyclopaedia Britannica* and the *World Book Encyclopedia* have curricula....
>
> It means, as James Coleman and Christopher Jencks--and one should probably add Plato--have pointed out, that the school never has *tabulae rasae* to begin with, that when children come to school they have already been educated and miseducated on the outside, and that the best the school can do in many realms is to complement, extend, accentuate, challenge, neutralize, or counter.

The opportunities for education or miseducation are burgeoning throughout society. We must all take seriously the fact that we are all taught by radio and television, peer groups and advertising agencies, and by magazines and museums. As Joseph Sorrentino, a juvenile court judge in Los Angeles County has noted, "TV will have to recognize its contribution to violence, and we must stop glorifying the negative and obscuring the positive." In summary, the environment of youth is a totality. Youth's attitudes and behavior are a reflection of all curricula, the non-school and the school. It is imperative that this totality desist from glamorizing crime and violence against persons.

Finally, it should be emphasized that the rise in youth crime is *not* primarily due to poverty since it exists in the affluent suburbs; it is *not* due to lack of opportunity to learn or to participate in school activities; and it is *not* caused by a restriction of alternatives. Students today enjoy more options for learning and for earning credit than at any time in the history of the American public school.

Some Recommendations

Given the serious nature of the problem, and given that students are an attitudinal microcosm of the larger society, what actions might be taken to improve the situation?

First. Since the crime motive is carried onto the campus, and since school administrators cannot devote full attention to the single task of protecting student life and property, additional school personnel will be needed. These personnel should operate as members of the school staff, directly under the control of school personnel. Their training should be planned jointly by school personnel and by the juvenile officers of the departments of local police. *We strongly recommend enactment of legislation similar to the Safe Schools Act introduced in the Congress last session. Such legislation should provide monies for the proper training of school security officers as well as for their employment on a matching funds basis.* School districts should also receive federal assistance to install appropriate security devices to protect school buildings and adjacent playgrounds.

Second. Prompt attention by the courts to acts of alleged crime in schools is imperative. Delays and continuances should not be granted except for the most compelling of reasons. The attitudes and morale of thousands of students and hundreds of faculty members may turn upon a single case involving two students or one student and one adult. Courts are one dimension of the collateral curriculum as well as being determiners of justice. The courts must accept this broader role and must act rapidly as well as fairly. We recommend with a sense of urgency that means should be sought to reform the judicial process so that undue delays no longer can occur.

Third. Curriculum reform can play a part in redirecting negative student attitudes. The increased enrollment of youth in school has brought with it broader heterogeneity in the student populace. In many instances, this broader student base includes students who read poorly and write incoherently. Nathan Caplan of the Institute for Social Research at the University of Michigan has found that one major distinction between delinquents and non-delinquents is a belief by the delinquents that their chances of finishing high school and of getting a job were poor.

Another feature of curriculum reform involves what NASSP refers to as Action Learning. The popularity of such practical learning grows daily. One of the clear trends in secondary schools during the 1970s has been the significant expansion of work experience, community service, and other forms of action learning.

Interest in the integration of work and school,goes beyond that of the student, teacher, and parent. President Gerald R. Ford, in a commencement address at Ohio State University, emphasized the educational value of close relationships between the classroom and the working world. He urged schools to work with business and labor to "create a new community of learning across the nation" and challenged the graduates to "show us how work-study programs can be a part of the on-going educational process."

Many administrators today are in the process of abandoning or modifying the school's custodial role. Students are being allowed to learn at appropriate posts in the community as well as within the school building. Real experience on the job and with public service agencies are bringing to youth new insights intellectually as well as a deeper appreciation of the interrelationships of all age groups and occupations in a community.

Fourth. Student involvement in any and all programs is imperative. In a recent study by I/D/E/A (the educational affiliate of the Charles F. Kettering Foundation) it was pointed out that we must start with students at a point where they can accept the fact that they have *a vested interest*. They may not be able to identify with the school lavatory, but when it's their locker or car that is broken into it becomes the real thing. I/D/E/A cites an actual instance at a high school in the northeast.

> The biggest single security problem...was the theft of tape decks, batteries, tires, and even cars from the school parking lot. The system's security director held an assembly for everyone who drove to school. Three hundred students showed up and after the assembly, 293 volunteered six at a time to patrol the parking lots. "When I say patrol," the director commented, "what we ask them to be are observers and reporters of incidents. We do not want them to take any overt action. When they see a car come on to the campus that does not belong there, the observers call the security officer or investigator-counselor and let them know about it. We have cut larcenies from automobiles from about 35 a month to almost nothing at that senior high school. The students were involved. They did it, not my security people. The more that I involve the students in the program, the greater opportunity we are going to have for success."

Fifth. Innovative programs of value (examples).

(1) The South San Francisco schools "staked" the students to a budget equaling the cost of repairing vandalism. The monies left at the end of the year went to student body projects. This cut costs of vandalism in half.

(2) Reduction of school size to the house plan (school within a school) or the development of sub-schools to reduce anonymity and the sense of not belonging have met with success in several sections of the country. Architects should refrain from recommending the large factory type or monolithic institutional giants which place too many students under one roof. Architectural improvements can also be designed to greatly improve internal security systems.

(3) Borrowing from the assignment of a hausmeister or head custodian who lives on the campus of the German *gymnasium*, several California schools are placing "trailer watchers" on school grounds. Last fall *Education U.S.A.* reported as follows:

> The Elk Grove Unified School District near Sacramento harks back to the days when teachers lived near the school. In the modern version a trailer site is built on each school grounds and a family with a trailer lives there rent free. Elk Grove began using "trailer watchers" 5 years ago, expanded the program to 9 schools last year and will have it at all 17 schools this year. The district has had only two incidents of vandalism at schools with trailers and one troublemaker was caught by the "trailer watcher," says school official Hearl Custer, who conceived the program. It costs the district $3,000 to construct each trailer site but the system's vandalism bill used to be $20,000 annually. The district also pays the electricity at each site "which means you get a built-in watcher for about $10 a month per school," Custer says. Two other districts near Sacramento are also building trailer sites; the Modesto schools plan to; and a police official in Los Angeles is urging that district to try the idea in the Watts area.

A number of other innovative approaches could be included at this time but I believe the point has been adequately covered. The National Association of Secondary School Principals offers continuing assistance to this Committee and the 94th Congress in examining promising new practices and alerting all school systems as to their value.

Mr. Chairman, the seriousness of the present situation cannot be overstated. A too little and too late approach will cause irreparable harm to what has been regarded as the world's finest system of education. The magnitude of the problem is such that it cannot be handled by the states and local school districts alone. They are already hard pressed to meet the day to day demands in the training of America's children and youth. My colleagues in secondary education join with me in urging your full and serious consideration of substantial federal support programs which will stem the tide of vandalism and violence.

Thank you.

The Practitioner

A Newsletter for the On-Line Administrator

NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS

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Student Attendance and Absenteeism

Problem Continues

Student absenteeism continues to be a serious problem for the secondary school administrator. In 1973 and again in 1974 NASSP members rated poor attendance as their "most perplexing student problem" by a ratio of two to one over discipline, the second most frequently mentioned difficulty with students. These ratings come from NASSP's annual poll of its members on school organization and curriculum.

Many secondary school principals express an open concern that rising absenteeism will cause chronic institutional anemia. With teachers, counselors, and administrators pushed into spending increased time just to manage the attendance situation, less opportunity remains for more constructive tasks. The quality of teaching, counseling, and administering can easily be affected by a landslide of attendance minutia.

Assuming a school year of 180 days, health officials estimate that a "normal" absentee rate would be seven to nine days for each student. Translated into percentages, the expected rate would be four or five percent per year. (Students who would exceed this rate because of long-term illness would amount to less than one percent per year of the total enrollment.) Today, however, absentee rates of 10 to 15 percent are not uncommon. In some urban schools, the rate exceeds 30 percent.

A Complex Problem

While absenteeism can be a symptom of an inadequate curriculum, analysis indicates that this is only one of many causes. Numerous schools with broad and flexible programs continue to face severe attendance problems. Obviously, growing absenteeism has deep roots leading in many directions. The causes are personal as well as institutional.

Contributing to poor attendance may be family attitudes, social forces, peer pressures, economic circumstances, home-school relationships, school size, student age, and health.

Among the "new" causes cited for the dramatic growth of student absence are winter vacations, erosion of parental control, economic affluence, novel life-styles, and a breakdown in court enforcement of attendance laws.

Whatever the contributing causes, student truancy invariably becomes the subject of informal discussions whenever school administrators meet. Expensive and time consuming, it is of ever-present administrative consequence.

School personnel, of course, understand that the problem extends into adulthood. Job vacancy is of a growing consequence to the business and professional world. But the imperative to schools for attendance still exists. On the practical level, student attendance is required by law in every state but one. On another level, dependability is a trait admired (and rewarded) in society generally and thus is a value that schools should nourish for the benefit of students.

Excused or Unexcused

Some school districts, because of the rush of student absenteeism, no longer differentiate between excused and unexcused absences. This change has come because school officials feel that many written excuses are no longer reliable. Checking out each excuse would be an impossible expenditure of time.

Under a system that does not differentiate between excused and unexcused, students are allowed a specified number of absences each marking period (or year) for each course. Should this number be exceeded, the school closely follows up on all successive absences. Course credit usually is denied if absences continue. Before the specified number is reached, warning notices are sent home. Also, teachers are encouraged under this system to maintain parental contact if a student's attendance pattern is creating class problems.

Recently this approach to attendance was brought to the attention of the New Jersey Commissioner of Education.[1] The Commissioner was asked to rule on whether the attendance policy of the Burlington, N.J., Board of Education was arbitrary and unreasonable. The policy denied credit to any student absent from a given course for 30 or more days.

Nine students who had not received diplomas under the policy were petitioners in the case. The Commissioner upheld the Board of Education decision on eight of the nine petitioners, directing the Board to grant a diploma to one student. The Board policy was then set aside. However, it was set aside not because the policy was unreasonable and arbitrary. Rather, it was held to be overly lenient. The Commissioner's comments on student attendance and compulsory schooling are most instructive:

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[1] William J. Wheatley, *et al.*, vs. Board of Education of Burlington, N.J. Commissioner of Education Decision, Sept. 23, 1974.

> Frequent absences of pupils from regular classroom learning experiences disrupt the continuity of the instructional process. The benefit of regular classroom instruction is lost and cannot be entirely regained, even by extra after-school instruction. Consequently, many pupils who miss school frequently experience great difficulty in achieving the maximum benefits of schooling. Indeed, many pupils in these circumstances are able to achieve only mediocre success in their academic programs. The school cannot teach pupils who are not present. The entire process of education requires a regular continuity of instruction, classroom participation, learning experiences, and study in order to reach the goal of maximum educational benefits for each individual child. The regular contact of the pupils with one another in the classroom and their participation in well-planned instructional activity under the tutelage of a competent teacher are vital to this purpose. This is the well-established principle of education which underlies and gives purpose to the requirement of compulsory schooling in this and every other state in the nation.
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> In the judgment of the Commissioner, the Board's policy of permitting pupil absences for whatever reason, up to 30 instances, in each subject matter class, impedes and impairs the State policy for compulsory schooling. The length of the academic year for pupils in the public schools of this State averages approximately 182 days. Given such a limited number of school days for pupils, any local policy which condones, excuses, or encourages any absences by pupils, constitutes a derogation of the long-standing State policy for compulsory and maximum attendance at school . . . .
>
> The Commissioner is well aware that the Board's purpose in adopting the controverted policy was to shift the responsibility for classroom attendance to the pupils and their parents. The Commissioner is also aware that this Board and every other local board of education experiences difficulty in enforcing compulsory attendance requirements, and that school administrators expend a great deal of time and effort in this task. Notwithstanding these kinds of reasons, the public schools have the consistent obligation to require that their pupils be present in school in order that they may be taught. This policy is for the benefit of the pupils, their parents, and the community at large.

The Age of Majority and Attendance

Some educators feel that, with the age of majority changing from 21 to 18 years, the attendance picture will become even more blurred. The age of majority, however, has no direct impact upon attendance requirements.

School administrators have the right and the responsibility to establish reasonable rules for school governance. Requiring school and class attendance certainly may be interpreted as being reasonable for the granting of credit. No rationale exists for a school to maintain one set of attendance policies for those students who have reached the age of majority and another for those who are not yet 18 years old.

The age of compulsory attendance, however, does affect a school's legal responsibilities for requiring the presence in school of youth of a certain age. Schools normally have an obligation to report to the courts those students who do fall within the age of the compulsory attendance laws. All other students attend school by choice. All of these other students, however, still must abide by the policies that govern the institution generally, including those affecting attendance. Special off-campus programs for older students such as work experience or various senior options would, of course, fall within these general policies of the school.

In schools where written excuses from home are part of the established policy on student attendance, the new age of majority may cause some change in procedures. While legal opinion may vary by state, the general trend seems to be toward an interpretation that allows students of age 18 to write their own excuses from school. If "majority" implies a legal emancipation from parental control, written excuses from parents cannot be required. One adult, a parent, would not be required to write an excuse for another adult, a student. The freedom of being an adult has its concomitant responsibilities, however. Adulthood implies taking the responsibility for one's actions, and adult students who do not adhere to reasonable school policies regarding attendance should be expected to accept whatever consequences a poor attendance record may imply.

An alert school administrator will anticipate problems that arise from procedures that no longer require parental approval where majority-aged youth are concerned. Prudence suggests that schools inform parents about the implications of the age of majority with regard to attendance. Attendance information might well be part of a packet of materials for both students and parents which clarifies all matters (e.g., student records) relating to majority attainment. A mailing to parents at the end of their student's junior year or at the beginning of the senior year might be considered. Furthermore, meetings of junior or senior parents for a discussion of these new circumstances would be helpful to all concerned.

The accuracy of records will become more important with the advent of open access to records and with the implementation of the rights of majority. Notes concerning student absence may become more significant than ever, as a matter of record, and should ordinarily be required of majority youth as well as of parents.

Research on Attendance

Although the trend toward poor attendance has been apparent for some time, research is in short supply. Few investigations have been made. This is most unfortunate, as attendance represents an area in need of thorough analysis.

One valuable study on attendance has been generated by Joseph Levanto, principal of the Norwich Free Academy, a large public high school in Norwich, Conn. Although his study focused upon the design of a systematic method for the identification and analysis of factors related to absenteeism at Norwich, his procedures permitted a broad look at absences for a period of five years.

The basic sources of these data were individual student records, as well as information provided by students relating to their home environment. Attendance records, student grades, and personal information on students enrolled for each of the five school years were fed into a computer that related patterns of absenteeism to such factors as class, sex, age, parental employment, number of parents living at home, I.Q. scores, programs of study, school activities, race, language spoken at home, religion, class rank, and the student's personality.

For the purpose of the study, absenteeism was defined as missing school for an entire day. Period and/or class cutting were not considered. No differentiation was made between absences considered to be excusable by the school and those considered not excusable.

Although the study was undertaken in but one large high school, the findings are of general interest for a broad audience of secondary school administrators. The heterogeneous nature of Norwich Free Academy should make the findings applicable to a large number of high schools throughout the nation.

Among the findings:

- Absenteeism is on the increase. Absenteeism rose during each succeeding year of the five years studied.[2]
- Second semester absenteeism is higher than first semester absenteeism.
- Days of important tests experience a low rate of absenteeism. Moreover, there is a decline in absenteeism during the week of semester final examinations.

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[2] The State of Florida reports a drop in average daily attendance for each of the last five years, as well. Other data corroborate this general picture.

- The first and last days of the week have the highest rates of absenteeism. Wednesdays and Thursdays are the days when absenteeism is lowest. Absenteeism on Fridays is usually lower than on Mondays.
- Boys in the first three years of high school generally have lower rates of absenteeism than girls at the same grade level. Senior boys have a slightly higher rate of absenteeism than senior girls.
- With each succeeding class and age group, from the ninth grade through the twelfth, absenteeism increases.
- Students who live with both parents generally have a lower rate of absenteeism than those who live with one parent or guardian.
- Students in the "college preparatory" program generally have the lowest rate of absenteeism followed by students in the "business education" and the "general program" respectively.
- For senior students, absenteeism generally is lowest for students with the highest I.Q. scores and for students with the highest class ranks in academic achievement.
- Students who participate in school-sponsored athletic and nonathletic activities generally have lower rates of absenteeism than those who participate in but one or none of these activities.
- The poorer the student's personality rating by teachers (on a scale developed for the study), generally the higher the rate of absenteeism.

The Levanto findings generally were confirmed by James Nelson of Evanston Township High School, Evanston, Ill., in a 1972 study entitled "Student Non-Attendance, Class Truancy, and Failure at the Secondary School Level." A major difference in the Nelson study concerned days of the week with high incidences of absenteeism. At Evanston, a school on modular scheduling, the highest rates of absenteeism occurred on Tuesday and Thursday, those days with the fewest scheduled classes. Nelson found a strong correlation between high rates of absenteeism and failing grades, as well.

Levanto's study suggests a number of options to schools wishing to do something about absenteeism. These include:

✓ Ask teachers to telephone the home if a student's attendance pattern is creating academic problems. Calls from teachers are much more effective than those of counselors, deans, or principals.

✓ Schedule special events on Mondays and Fridays to encourage attendance. Activities or programs, a shortened day, or an earlier than usual dismissal time on Friday could be considered. Monday and Friday absenteeism may be encouraged by not scheduling special events and activities on those days.

- ✓ Expand the educational alternatives open to students to include community service and other action-learning programs.
- ✓ Establish counseling groups for the chronically absent.
- ✓ Inform students that employers will ordinarily contact the school for attendance data. Although the confidentiality of student records is now protected by law, a prospective employer may refuse to consider an application if the student will not authorize the school to release the information requested.

Looking Toward Solutions

In late spring, 1974, when responses to the annual NASSP exemplary programs poll indicated that attendance was once again highest on the list of administrator problems, the Research Department decided to identify schools which were making headway on curbing absenteeism.

First, all state executive secretaries and NASSP coordinators were asked to identify schools which were taking action to resolve attendance difficulties. A pool of over 50 schools was identified. Second, each identified school was sent a short questionnaire requesting a summary of attendance policies and procedures, to include backup data (better attendance, improved grades, less cost, etc.).

The policies of these schools frequently had been developed because student absenteeism was interfering with the educational process and had become a heavy administrative burden. As yet no school feels that it has the "final word" on attendance. Certain common themes, however, are present in most of the successful policies:

- The policies are strong. When little or nothing is done about attendance the problem gets worse. Schools making headway on attendance are schools which expend considerable thought and effort to solving the problem.
- Participation in the formulation of attendance policy is broadly based. Administrators, teachers, students, and parents frequently are involved in policy making.
- Policies clearly specify in writing attendance expectations and delineate the outcomes of good and poor attendance.
- Policies are well publicized. Each parent and student repeatedly has been informed of attendance requirements.
- Policies are consistently enforced. At each level of enforcement-teacher, counselor, dean, principal-compliance with the policy is expected.
- Immediate follow-up on absences is made by a letter, a telephone call to the home, or some other means.

Attendance Policies That Work

Although the attendance policies forwarded to NASSP have several common features, the responding schools fit no single mold. They are urban and rural, large and small. They represent all parts of the United States. Their common feature is a dedication to finding an acceptable solution to the problem of student absence. Many have cut their truancy rates in half.

The policies of these schools generally can be categorized into eight approaches. Some schools use two or three approaches simultaneously to improve attendance.

The eight categories are:

1. transferring chronic truants to alternative schools or programs,
2. exempting students with good attendance from final examinations,
3. withholding course credit for excessive absences,
4. lowering student grades for excessive absence,
5. enlisting volunteers to telephone the home of each absentee and the offices of working parents,
6. mailing weekly or monthly attendance reports to each home,
7. appointing school-court coordination personnel to gain a better partnership between the courts and schools,
8. suspending or expelling for excessive truancy.

Numerous variations exist on these themes, community by community. Schools simply take the approach that makes the most sense for local conditions.

This report on attendance assumes that concurrent efforts are made to attract students with interesting and appropriate curricula. Unfortunately, attractive programs often are not sufficient within themselves to reduce absenteeism significantly. Therefore, the focus here is upon the management of attendance, specifically.

Description summaries of representative schools follow. NASSP members are invited to send copies of their attendance policies, together with the results of these policies, to the NASSP Office of Research if they are substantially different than those reported here. These policies will be placed in the exemplary file for use by the membership.

To Illustrate

Boulder High School, Boulder, Colo. 80300
John Hoback, Principal

Under Colorado law, students over age sixteen cannot be suspended or expelled for truancy. The only legally recognized penalty for poor attendance is denial of course credit.

The Boulder Board of Education policy permits parents to keep their students out of school for any reason, with students allowed makeup privileges. Moreover, students with parental consent are free to negotiate individual attendance with each teacher according to student needs and the demands of the class. The school recognizes three categories of parental permission.

Category 1: The student is completely responsible for attendance.

Category 2: The parents are to be notified if student attendance is leading to classroom problems.

Category 3: Parents expect student to attend class and wish notification for each absence.

Lake Oswego High School, Lake Oswego, Ore. 97034
Norman Riggs, Principal

Policy provides that absences are excused only if they have been prearranged or if there is student illness, family illness, or an emergency. Otherwise, a student is expected to attend every class period every day. Attendance is taken each period.

Truant absences result in a grade of zero for all classes missed. Truancies are handled as follows:

- First truancy: notification of parents
- Second truancy: one-day suspension and parent conference
- Third truancy: three-day suspension and notification of county attendance officer
- Fourth truancy: informal hearing to discuss possibility of student expulsion

These procedures are strictly adhered to. Absenteeism has dropped from 11 percent to five percent in the past three years.

Presque Isle High School, Presque Isle, Me. 04769

Romeo Marquis, Principal

All students are required to be in regular attendance for all classes and study halls except in cases of illness or emergency. Since many students forge notes, notes from home have been eliminated. Considerable attention is given to home phone calls. Many parents call in the morning if their student is to be absent or tardy. When calls have not been made to the school, the school calls the home. Warning notices are sent home in severe cases. Absenteeism has dropped two to three percent in the past three years.

A number of school districts use volunteer "phone brigades" to telephone homes and working parents rather than using written procedures.

Evanston Township High School, Evanston, Ill. 60204

Philip McDevitt, Associate Superintendent

Board policy requires that students aged sixteen or older may be transferred into evening high school with five or more unexcused absences. Evening High School operates four nights a week, with 24 subjects offered. Students are not transferred to Evening High School for misbehavior, only for truancy. Students may return to day school when attendance at Evening High School is good for one semester. The majority of students, however, prefer to remain and graduate from the evening school.

For all day school students, grades nine through twelve, interim reports on attendance and behavior are mailed home at the fifth week of each quarter. Positive as well as negative behaviors are marked on these reports to supplement the attendance picture.

Outreach workers go to the homes of chronically truant students for parent conferences.

Leavenworth Senior High School, Leavenworth, Kan. 66048

Donald L. Jacka, Principal

Policy states that attendance at school is the responsibility of students and their parents. The responsibility of the school is to provide instruction and to inform parents of absence from class. Parents are contacted by telephone on the fourth day of absence from any number of classes and by registered letter at the eighth absence. If time permits, telephone calls are made prior to the fourth absence.

A student must report to his teachers either before or after school to receive makeup assignments. Teachers may require that all time missed be made up. Time lost due to authorized activities need not be made up.

No makeup assignments will be given during class time. The absence rate has dropped from 10 percent to five percent. Only five percent of administrative time is spent on attendance.

Similar policies are followed by Niles North High School, Skokie, Ill., except that weekly attendance reports are mailed to parents, and by McKinley High School, Honolulu, Hawaii, where absences are reported to homes by increments of five.

Cody High School, Cody, Wyo. 82414
Charles Mitchell, Principal

Absences are excused for illness, medical appointments, school activities, and for circumstances prearranged by the parents. Parents are to call the school for each absence. If a call is not made, the student is suspended for four periods for each class period missed. After the third suspension, a student is dropped from the roll for the semester. Unexcused absences have dropped fifty percent. A similar approach is used by Hampton, N.H., where course credit is not granted to students who are absent for more than 25 percent of the class time.

Howe High School, Howe, Tex. 75095
L. H. Linker, Principal

Howe High School uses a combination of attendance records and scholastic average as a basis for excusal from semester tests. Students with zero, one, and two excused absences from a class may be exempted from taking the test if they maintain averages of 75 percent, 85 percent, or 95 percent respectively. There is no exemption for three or more excused absences or any unexcused absence. Attendance has increased from the already high figure of 94 percent to 96 percent since implementation of the policy. Harrison County High School in West Virginia uses a similar approach, excusing students with three absences or less from semester tests.

Hannibal High School, Hannibal, Mo. 63401
Roger H. Nelson, Principal

Under the Missouri State Compulsory Attendance Law the principal is required to check out cases of truancy, extended absenteeism, irregular attendance, and dropping out. After each case has been investigated, a referral may be made to the School Community Court Coordinator.

It is the responsibility of the School Community Court Coordinator to serve as the liaison between school, home, community, and juvenile department in all cases of attendance which have been referred by principals. Close personal contact with the students and their parents is an essential ingredient of program success. During the 1973-1974 school year 60 percent of the dropouts returned to school and 50 percent of the students with attendance problems showed marked improvement.

Chaparral High School, Santee, Calif. 92071
C. R. Hoberg, Director

Chaparral is a continuation high school serving the Grossmont Union High School District. It enrolls 420 students, most of whom left the comprehensive high schools of the District because of problems relating to poor attendance.

Chaparral uses a number of motivational factors to improve attendance. These include: (1) Students select the hours of school attendance, (2) Parents of absent students are telephoned daily, (3) School faculty visits homes, (4) Pretests are given in math and English to diagnose needs, (5) Extracurricular activities were expanded to include physical fitness classes and social affairs, (6) The career development specialist expanded student work stations, (7) A car pool file was developed, (8) Close contacts were developed with the welfare and probation departments of the County.

Average daily attendance is now 385 students, or 91 percent in a group that at one point was considered to have marginal dropouts from school.

This paper on attendance was developed by Scott Thomson and David Stanard of the Research Department of NASSP.

Appreciation is expressed to Joseph Levanto of the Norwich Free Academy, Norwich, Connecticut, for use of materials from his doctoral dissertation entitled *The Identification and Analysis of Factors Related to Secondary School Absenteeism*, written at the University of Connecticut in 1973.

Schools with successful attendance policies significantly different than those described in this paper are requested to send information about these policies to the NASSP Research Office, 1904 Association Drive, Reston, Virginia 22091. Thank you for this cooperation.

The Practitioner is a publication of the Research Department of the National Association of Secondary School Principals, 1904 Association Dr., Reston, Va 22091. *The Practitioner* is distributed quarterly without charge to all NASSP members. Additional copies may be ordered: single copies, 50¢ each; 2-10 copies, 30¢ each; prices for larger quantities on request. **Payment must accompany orders of $10 or less.**

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Senator BAYH. Well, thank you, Dr. Kiernan, gentlemen. Let us go quickly into some concerns I have that overlap your testimony—so feel free to comment on them.

There is so much to explore with you and our other witnesses; but let us begin by looking at some of the questions that have been raised.

Dr. Kiernan, some of the criticisms that have been made by teachers is that they do not get cooperation from school administrators. They are told that, well, if we report this mugging, this burglary, or this assault, then this will accumulate an unfitting record for our school, and thus the school administrator or our our school, generally, will look bad.

How do you assess that complaint? What do you believe the proper role of an administrator is in dealing with school violence?

ADMINISTRATOR'S CONCERN WITH SCHOOL VIOLENCE

Dr. KIERNAN. This is where the Harris and the Kiernan families part company, Mr. Chairman. Most of our disciplinary problems originate in the classroom. In fact, it is a 90-percent figure. We are not denying that the teachers are under the gun, as it were, sometimes literally, as well as physically. It is a risky and difficult position. They are handicapped in their assignments, and I would be the first to admit that.

But, frequently, we have had cases where teachers asked for suspension rights to be transferred from the principal's office, or the assistant principal's office, and be given to the classroom teacher. They alone want final authority as to whether Johnny Jones remains in class. We do not support any such recommendation. Principals very frequently, if the case is serious enough, would take the suspension steps only after due process with the direct indication to the student that he can come back with his parents, that he could be represented by counsel, that the charges could be specified in writing, a hearing held, and so on. The principal, in my own experience—and I have served, not only as a teacher, but as a principal and a superintendent and for 12 years as Commissioner of Education for Massachusetts, dealing with hundreds of thousands of young people and thousands of teachers, as well—I find that the principal usually would support the faculty member 100 percent.

Now, there are some exceptions, and one of the conditions that has concerned me in recent years is the fact that specialization has taken over. I know you people have, on occasion, suggested that the policeman should be back on his beat, rather than in a cruising car, and similarly we think that everyone in the school—the principal, the assistant principal, the supervisors, the teachers—must be responsible for John Jones all the time. We are running into more and more cases, as Mr. Shanker might testify, where contracts with school boards mandate that teachers have only a single teaching responsibility within the four walls of the classroom. Frankly, we do not think this works. We think they ought to have responsibilities in the corridors, in the school auditorium, in the gymnasium, on the adjacent playgrounds, just as we should have similar responsibilities

This is not a copout. We are just asking for a greater team effort. As I said, Mr. Harris and Mr. Shanker may have different points of view.

Senator **Bayh**. Would either of you who represent the teachers care to expand on your feelings relative to the role of the supervisor, or the administrator; and how we can structure the right balance, so that the teacher does not feel reluctant to report incidents of violence—all the reason that he or she might be reluctant to do so?

INCIDENTS REFLECT TOTAL SCHOOL PROGRAM

Mr. **Harris**. I would like to respond to that, in sort of a general way. I first would like to say that when there is a large number of incidents of violence, et cetera, in a school, I feel that it is a reflection upon the school.

But, I do not think that you analyze it in an effort to point blame at a particular level of operation—teacher, students, administrators, principals, et cetera—but rather to use it as an indicator, again, that something needs to happen to the total program.

And, if a school is dealt with in terms of people being frowned upon, or criticized because they have a large number of incidents, then they are going to be reluctant to report it.

Now let me give you sort of an illustration of what I am talking about here. I taught at an inner-city school in Des Moines where we had a large number of problems. It was the school to be avoided when you were purchasing a home, and that kind of thing.

But we did not hide our problems. And we decided to do something about it, and put together a program that included a whole array of things. That school in Des Moines now has had one dropout in 4 years.

And it indicated to us that we were on the right track when we took a look at what we were doing, as a contributor—the voice that students wanted to have, as far as input was concerned; involvement of parents; the support of the local community; and a lot of things.

But, this kind of concentrated effort could have an effect upon whether or not schools were accepting what was taking place there. And I think that violence and disruption and so forth have a direct connection between what school offers and what their response is going to be.

Senator **Bayh**. When you have the opportunity, could you or your staff give my staff a fill-in of all the steps that were taken in that instance?

Mr. **Harris**. I would be delighted.

Senator **Bayh**. You mentioned dropouts. Is there a relationship in all of your minds between the dropout rate, the expulsion rate, and the violence rate? As the dropout rate went down, and as you were able in Des Moines to keep youngsters in the classroom and in the educational process, did the vandalism and violence rate go down at the same time?

Mr. **Harris**. Very definitely, yes. I think it was just an indicator that children felt differently about what was being presented to them, and what they had a role in shaping and that parents were involved in, because they felt that they had meaningful input and the community took a different kind of interest in it, et cetera.

Senator Bayh. Is it fair to say the same thing exists as far as truancy is concerned? As the truancy rate goes up, the vandalism rate goes up? Or, as the truancy rate goes down, the vandalism rate goes down? Is there a correlation there, in your judgment?

Mr. Harris. I think, personally, anything that indicates that children are either rebelling, or not accepting what is taking place, are danger signals.

And, again, if we view those as something—a reason to place blame on the principal, or the teacher, or someone—we have a reason to hide it. And, if we use it as an indicator that that is where we need some extra attention and maybe some extra support, some extra funding, et cetera, then people are not going to hide it and we are going to have it. And it seems to me to be working in the right direction.

I would like to comment on one other factor, while I am at it, too, because this played an important part in our program. We talked about the matter of money, and who is to blame when a child takes money from someone else.

Well, naturally, the person who takes the money, we have to criticize and place blame on him. However, I think any system that perpetuates children carrying money and places those in an awkward position who do not have it to carry, requires a hard, close look. And I think the school lunch program is probably number one in terms of blame in this area.

And, by the way, the Superintendent of Schools, Dr. Dwight Davis, wrote a rather extensive article on just the school lunch program and the role that it played in promoting crime in the schools.

And, if there were the recognition of the fact that school lunches are school needs, just like books or seats or walls or anything else, and that hungry children cannot learn, and children who do not have money or do not have lunch are apt to do some things that they would not ordinarily do if they did have money or lunch, et cetera, we again might be getting at something that does play a role in here that we are apt to overlook.

We once had fees for almost everything. And now art fees and book fees and this type of thing, in most places, have been eliminated, and it cuts down on the excuse for children to come to school with money.

It also cuts down on the situation where some children are going to be identified as not having money, or not having lunch, or fees, et cetera, and so a lot of the friction would—a lot of the reasons for the friction would be eliminated.

Senator Bayh. Well, how much of this violence and vandalism is related to that kind of theft? I can see how a child that carried $5 or $10 might have trouble. Is a child that is carrying the required amount for the normal school lunch program—which is a relatively small amount—less likely to be victimized?

Mr. HARRIS. If I could illustrate it just a little bit farther, the problem that we had was that some children did not have money or lunch. So they made a practice, then, of going in the lunchroom and begging from other children. So, to prevent the children with lunches from having to face this problem, we had children inspected at the door. If they did not have a lunch or a lunch ticket, then they could not go in. That meant we provided a space for them elsewhere.

It became very embarrassing for children to have to sit in this room that was provided for them, because it said "you don't have the money, or you don't have the lunch."

Now children took one of several alternatives. Some would stuff paper in a paper sack and pretend they had a lunch, just so that they did not have to go through that embarrassment. Other children would not take that route. If they saw a lunch around, they would steal it. Or they would break in a locker of someone that they knew who did have a lunch on a regular basis. Or they would "shake down" some student that carried lunch money so that they could buy their lunch, and would threaten them if they told about it, and so on.

So a whole series of problems was an outgrowth of the fact that schools did not deal with lunches like they dealt with books or paper or pencils or crayon or anything else, and pay for it under the regular tax structure as a school need.

Senator BAYH. Let us look at——

Mr. SHANKER. Could I get back to just one thing?

Senator BAYH. Please.

Mr. SHANKER. I want to reassert the statement that there is a widespread experience of teachers across the country that they are discouraged from reporting incidents, and that reported incidents are not followed up. The two major reasons for this are: (1) the feeling that someone "upstairs" will feel that someone has not done the job right—a question of reputation; and (2) the amount of time that it takes, the additional burden that it places on people who do report.

If we were to go back not too many years ago, we would find when a principal or a teacher in many cases decided that a student had done this or that and something should be done, that was it. Authority was accepted. There was very little of a system of due process or judicial rights. If we were to go back then we could probably compile tremendous lists of injustices that were committed against students who had no opportunity to respond, and no recourse.

CHARGE AND COUNTERCHARGE DELAYS PROCESS

I think the pendulum has pretty much swung in the other direction now. We find that when a teacher does press a charge for assault almost instantly the student's attorney presses a countercharge against the teacher for assault.

For example, one has a school with 2,000 students, and if 5 percent of them are involved in activities of this sort—and I am not taking the higher percentages which have been thrown around here

—100 students involved would take at least 100 court appearances by the principal.

One does not just go to court and receive an immediate hearing. One does wait months until it comes up. But, then one also sits in court and waits. And one comes back a second and third time.

Now, the question in the principal's mind is "how can he run the school", if there are 100 such cases, or 50 such cases? I am not arguing against the system of due process, but I am saying that if you provide due process to the person accused, you have got to provide the wherewithal for the administrator. You have got to provide attorneys to represent the teacher who is pressing the charge, or the witnesses, or you have got to provide a legal staff for the superintendent and for the principals so that they do not have to be out all the time.

We may have to consider certain expedited legal procedures which will not involve teachers and supervisors spending half or three-quarters of the year in courts, so that as other problems arise in the school, they are not there to take care of them.

Of course, when it is all over, the judge has to decide whether it is going to be best for the child to send him or her to an institution where he is going to become a hardened criminal, where he is going to be with the worst and most violent cases, whether to allow him or her to roam the streets, or, whether to send him or her back to school.

What one often gets is a system of musical chairs where the punishment is: Do not go back to your school, go back to the neighboring one. There is an exchange of students who engaged in violence with each being moved to the other school.

Why should anyone bother going through all that procedure, since this is often the final result.

Senator BAYH. There you get to the unfortunate paucity of alternatives that are presented to judges, generally, when dealing with young people. And it is even more tragic when you deal with the violations that occur in the school setting.

According to what Mr. Harris said, the Des Moines program created an environment in which the needs of the student were nearly met: that the child felt interested in going to school; and thus some of the other activities decreased.

Mr. Shanker in his testimony pointed out the need for alternative educational opportunities. The informal school settings have been successful in getting young people back into the school system. Thus, if they are in the school system they are not trying to figure out how to "get even" with the school system that expelled them for not conforming with it.

EQUALITY OF DISCIPLINE NECESSARY

Obviously discipline is a problem. It is an important ingredient, I think, in life generally. Perhaps there is a breakdown at the very early stages in life where parents either do not provide discipline or do not provide it wisely. In the school setting the discipline should be fair; it should be equitable; it should be evenly administered; it should be speedy; and it should be sure.

School discipline includes the same kinds of concerns that we have heard expressed as we look at why crime goes up—namely, that when a crime is committed, some get off. Some are sent away for long terms for committing minor crimes while others, who may have committed major crimes, but do not suffer these penalties. Even if you do commit a crime, you know it is going to be a long period of time before you are ever brought to the bar of justice.

So that situation exists outside of the schoolroom. I suppose in looking at how we assess dealing with vandalism and violence in the school, the school discipline needs to have the same ingredients does it not?

Dr. KIERNAN. I think the three of us would agree, Mr. Chairman, that that is correct. Let me comment on something related to what Mr. Shanker said. I could not agree more in terms of the musical chairs routine. Of course, a community such as New York City is large enough to allow the youngster to find his way into another academic niche, perhaps, in one of 92 or 93 senior high schools. But in a community with a single high school, it is awfully tough on the principals and the teachers to have a disruptive youngster again and again sent back to class, because the judge fails to take note of the fact that he needs special assistance. Perhaps, it is the new look that parents seem to have been carried away by—the permissive society—where somehow or other every deed now should be followed by immediate litigation followed by a slowdown in the courts before you get final justice.

I would subscribe completely to your comments on the need for an immediate handling of the situation. Again, we are not talking about just secondary school youth. I think of another case that came up not too long ago of a 12-year-old who through his parents sought injunctive relief—in this case, against an elementary school principal. The child alleged that the principal was a constant source of harassment to him and should be removed. Now, these are parents of a 12-year-old, taking the court route to avoid going along with the reasonable standards of the school and the classrooms, insisting that Johnny must be right. I think this kind of doctrine or gospel when spread can be very damaging.

Senator BAYH. Certainly school discipline is not going to be effective—even if it is equitable and fairly administered—if there is not cooperation by the parents.

Mr. Harris, you have something that is bothering you?

REASONABLE BY WHICH STANDARD?

Mr. HARRIS. Yes, I guess what is bothering me, sir, is this. We are using some terms like what is reasonable, the reasonable policies of the school, et cetera, and I am tempted to ask the question, reasonable by whose standards. What the students consider reasonable and what the parents consider reasonable and the administration, et cetera, may vary greatly, and the students are more apt to make an effort to cooperate with what they consider reasonable, and I have been tremendously pleased with their ability to do a good job of determining what it takes in order to decide what students ought to be doing in a school setting.

I agree that most students do want a good education and they want some influence upon it, and the best school that is designed without their cooperation might fail miserably. We put students pretty largely responsible for the discipline within the school. We had a single person who sat in on the student court, but the students issued all of the discipline slips and they decided what punishment should be, and so on, with certain kinds of guidelines that had been mutually agreed upon that they would not suspend students and they did have a hearing kind of setting that involved the parents and the teacher and the principal and the students, and the students could bring witnesses and this type of thing, but they worked it out with teachers and parents and community people and, therefore, are delighted in cooperating.

Senator BAYH. I want to get down to the specifics because I think what is fair and what is reasonable in many instances is the keystone of solving the problem.

It makes a great deal of sense to have the students involved in helping to draft discipline and assist in determining what is reasonable and what is not reasonable. I think most students and teachers would concur in putting it all on top of the table, let everybody know in advance; judging thereon they are probably more stern than older people would be. If they have a couple of troublemakers that are making it miserable for the whole school, to what extent are students able to deal with the most exaggerated examples of violence? How can they police this? Can they, themselves, police the parking lot? Can they, themselves, police the locker room, and the lavatory where many of these outbreaks of violence and vandalism occur?

Mr. HARRIS. They can certainly take care of parking lots and locker rooms and things like that. I think the most exaggerated cases they could not handle, but when you ask the question how extensive, in Des Moines they worked out in these school councils and they made an inter-citywide council to develop an overall kind of policy for the school system, and it was quite extensive. It was not carried out exactly the same in each school building; that was kind of left to be worked out on an individual basis, but they can have widespread influence.

Mr. SHANKER. I think we should also note that in many cases where we asked students to play a role such as this that they are subject to great danger and to retaliation, especially where gangs are involved. This is a question which we have debated frequently. We are on the side of involving students, but we also should remember that in quite a number of cases where a student plays a role of this sort, that he is going to be viewed by a very large number of students in school who are disruptive and who are violent as being a tool of the school administration and establishment and a traitor and subject to rather great penalties.

The use of students in this way is possible on some occasions but there are also great limitations.

REACTIONS TO THE GOSS V. LOPEZ RULINGS

Senator BAYH. Let us consider some of the other ingredients of a good approach to discipline.

Mr. Shanker, in your opening statement you inferred—and I do not want to misinterpret what you said—there is some concern about the *Goss* v. *Lopez* case. I would like you, or others, to comment.

Dr. Kiernan has pointed out his standpoint that the administrators support *Goss*. I believe it is important for us to use every opportunity to blow some fresh air through this case and to look at it for what it was, very much like the *Miranda* case and some other cases like the prayer case—where the reaction went way beyond what the court intended for them to go.

Let me read several passages from the *Goss* case.

> In the great majority of cases the disciplinarian may informally discuss the alleged misconduct with the student minutes after it has occurred. We hold only that, in being given an opportunity to explain his version of the facts at this discussion, the student first be told what he is accused of doing and what the basis of the accusation is. [95 S. Ct. 729 (1975) at p. 740.]

Then they went further:

> We stop short of construing the Due Process Clause to require, countrywide, that hearings in connection with short suspensions must afford the student the opportunity to secure counsel, to confront and cross-examine witnesses supporting the charge. * * * [95 S. Ct. 729 (1975) at p. 740.]

It has been brought to the attention of the committee—and I just want to throw this out for your response—that part of the problem with violence and vandalism is that the discipline level is not administered equitably and equally across the board; that students are sometimes expelled without any explanation. Teachers and school administrators are not perfect. They get a story that might be a wrong story and could be explained under exonerating circumstances. And, if the student is not given a bill of particulars, the reaction might be violence—particularly in the student area where there are racial minorities involved, where a child is very uptight because of prejudice. Although he or she might have committed a grievance that requires discipline, if that discipline is not explained to him in detail, it might reawaken all the old prejudices to which they have been subjected.

Now, does *Goss* v. *Lopez* really create a problem, or is it the kind of thing that might alleviate the problem?

NATIONAL EDUCATION ASSOCIATION SUPPORTS GOSS DECISION

Mr. HARRIS. Speaking for the National Education Association, we support wholeheartedly *Goss* v. *Lopez*. We feel that it is reasonable; we feel that it provides for students what students would expect of teachers; and we feel that it provides what ought to be provided for students when they have a right to know their reasons for being suspended, if that is as planned. They have a right to provide witnesses, if they feel that witnesses were necessary to explain their position, et cetera, and we saw nothing unreasonable about it.

Now, some people, in attacking that decision, have built a strawman and attacked the strawman, but we feel that on the basis of what is actually, say, within the law, it is very reasonable.

Mr. **Shanker**. I was rather surprised that the Supreme Court of the United States, on the one hand, found that education was not a fundamental, constitutional right in the school finance cases, then the courts turned around and said that, even though it was not fundamental, once you provided education a suspension of even 1 day requires some sort of due process procedure. In the first instance they took away the possibility of the current financial support that is necessary so that one would not have to go through all these suspensions in the first place. We would have the facilities to do something positive as an alternative.

I do not think anyone can argue with the simple notion that a student about to be suspended should have a reason why, should have an opportunity to, perhaps, say, I was not there, I was in another part of the building, or whatever the response is. But, viewed in terms of a pattern of court decisions, I think one must question whether in the public schools of the United States at the present time, the greater problem is that huge numbers of students are being dealt with unjustly, suspended and expelled, or whether the problem is rising crime, violence, and vandalism. One should view any system of law, due process and administration of law within the schools as moving the pendulum one way or the other, either toward too great a protection of the accused, or toward too great a protection of the victims on the other side. I would say that at this particular juncture in the history of our schools, the great danger is not that we are doing all sorts of terrible things to innocent students.

Of course, with vast numbers of teachers, students, administrators, there is some problem with loss of due process, but I would say the greater problem is on the other side—that we do not apprehend, that we do not punish, that we do not remove those who are perpetrating these crimes. In a period where the great problem is that form of injustice, this decision places yet another burden on the teacher, on the administrator and others. Each additional burden which is placed upon them in the administration of some form of justice is going to mean that there will be less pursuit of those who are perpetrating crime.

Dr. **Kiernan**. I would agree, Mr. Chairman. As I testified earlier, we can live with the opinion on *Goss* v. *Lopez*. Occasionally we do get uncomfortable. We think in the *Wood* v. *Strickland* case, the so-called "spiked punch" case, that the suspension was extreme. We know what happened was in a dry county in that State, so it was in a sense a criminal offense. There were also regulations in print published by the school board, stating that anyone bringing alcoholic beverages on the campus, or consuming them thereon, would be suspended for the rest of the year. That is an extreme type of justice or injustice, depending on which way you look at it, to suspend for such a long time. At the same time, as Justice White pointed out, the typical principal is fairminded and would insist on explaining to the young person and his parents the reason for the suspension, setting up the hearing procedure and all the rest, so we are not uncomfortable with this opinion. But again I would support Mr. Shanker's observation that there is a danger that we do not spend so much time protecting those who are abusing the privileges of freedom, that we forget about the majority who are the solid citizens that we talked about at the outset.

Senator Bayh. I would hope that as we go ahead with our studies of school violence and vandalism, as we have in other controversial areas, that we can deal with the problem without violating any rights.

I believe, if we look back in our history, the times when we tried to shortcut our constitutional protections—as far as our adult population is concerned—they were not good eras in our history.

We can provide reasonable rules that principals, teachers, and students, alike, must all conform. If a student who allegedly throws a teacher down a stairway is represented by legal counsel and the teacher is not equally represented, we have an imbalance of justice. If the situation were reversed and the student was denied adequate representation, the imbalance would still exist.

Senator Mathias?

Senator Mathias. Well, Mr. Chairman, I am very much interested and, of course, have had too much acquaintance with the problem not to realize the depth of the damage it does.

Crime is, of course, a terrible tragedy under any circumstances, but violence in the school has a certain depth of damage because it is prospective damage. A mature individual who suffers from criminal assault of any sort, perhaps, puts it into perspective and walks away and starts another day. A child and the child's family and his peers and his entire neighborhood are often very deeply affected. I can think of situations that I have been familiar with, in violence in schools, that have had that kind of neighborhood impact which is very damaging to the whole educational system. It undercuts the confidence in the superintendent of schools and the faculty, and it is a very damaging thing in many, many ways.

For that reason, Mr. Chairman, I was interested in several of Mr. Shanker's specific suggestions. Here on page 5 of his statement, "appropriate additional funds so that the youngster who cannot adjust in the regular school situation can be helped in alternative educational settings."

Now, are you thinking there of the kind of child who has, let us say, a learning disability which may have some emotional overtones. We know that, say, 6 out of 10 male children have some dysletic qualities, and these are often translated into aggressive behavior. Is that the kind of behavior you are thinking of?

Mr. Shanker. Yes, it could probably include those students. It could also include many who have been to school for 5 or 6 years and have just not learned in that setting, in a normal school setting, and are constantly reminded of failure. They no longer believe that they can learn, and, in a situation like that, I think that we ought to provide different environments so that the students feel that, well, this is a different sort of place, maybe here we can do it, or here we can learn.

But, there are quite a few who cannot learn within normal school settings. Sitting still and being quiet for long periods of time is a difficult task, even for adults. To ask that of children when we pack them 30 to a classroom is difficult. Then, if the teachers say it is all right to talk, and all 30 do, nobody can hear anything. Generally, once you have a class size of over a certain number, the whole question of maintaining order in the classroom becomes major, and there are just many students who cannot conform to it. They just physically and emotionally cannot, and we need other environments for them.

EVALUATE COMPLETE INSTITUTIONAL SYSTEM

Mr. HARRIS. Senator Mathias, may I respond to that? I have a real fear that when we say young people are not learning in a setting and that is an indication they ought to be in a different setting, rather than taking a long, hard look at the system itself, it is a real danger.

For example, let us take a look at who is not learning. The dropout rate of 23 percent is not even across-the-board: 80 percent of some groups dropped out, while 1 percent of some others dropped out, so it is not an even kind of thing.

In addition to that, when we take a look at what happens to children in school, of those who graduate and are still illiterate, cannot function on a fourth grade reading level, this is not an even kind of pattern. With the black males 1 in 5 is literate upon graduation, of those who stay and graduate; white females, at the other end of the spectrum, less than 1 in 50 is illiterate upon graduation.

Now, if anybody here wants to suggest that this does not say some things about the institution, then we have a bigger problem than I anticipated here. Therefore, when we constantly talk about pulling out children and sending them some place else because they are not learning, without taking a look at the institution itself and what it is providing, and its ability to adjust to students, then I think we are on the wrong track.

Senator MATHIAS. Well, I would certainly agree with that and do not ignore that problem at all. I think, maybe, we are talking about two separate things, that we have to deal with separately. Now, in the light of your response, let me recall the finding of the Kerner Commission that one of the major ingredients of violence in Detroit some years ago was the fact that the graduates of the Detroit public school system were, in a large measure, illiterate. They were so functionally illiterate they could not hold the jobs that were available right in Detroit and, being unemployable by reason of lack of education, one of the products was violence.

And, I think that is a lesson we ought not to forget, but I think, perhaps, in addition to the overall analysis of the system, you have to look at individuals, and I think Mr. Shanker's proposal really contemplated a very careful, personal analysis of each student on an ongoing basis if you are going to make it work.

Senator BAYH. Do we not need the combination of both individual analysis with the overall analysis? I want to get the breakdown, chapter and verse, of the approach in the Des Moines situation; but, even though you have an overall analysis of the school system, we do not respond to the overall curriculum or teaching approach.

Now, that does not mean we should not—perhaps we should. But something is not happening, and right now the response to the child who does not respond in the classroom—does not stay in the school and is a truant—is to send him or her to a training school or detention. How that helps teach the child to get a better education, rather than teaching him or her how to steal televisions, I do not know. The cold fact of it is—it does not.

Senator MATHIAS. Mr. Chairman, if I could just further comment, I could think of a situation that I knew about in a Maryland public school where a boy was allowed to go through about the fifth grade before his parents were advised that he was not learning anything, and that in the opinion of the teachers that he was not going to learn anything. They advised the parents to look for some sort of passive job in which this boy might be put because he could never develop.

Of course the parents got active. The boy was fortunate in that he came from a family of concerned, able, and intelligent parents. They got active and got some special help on the job; and the boy, instead of becoming either a dependent member of society or perhaps an aggressive member of society, straightened out and became a relatively good student and went to college. He is now a productive member of society.

But that is too often the exception and not often enough the rule. I would think that was what Mr. Shanker's suggestions related to.

EDUCATIONAL OPPORTUNITIES OUTSIDE CLASSROOM

Mr. SHANKER. I was also referring to the expertise that all of us have had. In addition to spending many, many years as a teacher, I was before that period of time for many years a volunteer leader in the Boy Scouts, I remember working with quite a few scouts who, let us say, did not learn, who could not understand what an angle was or degrees. But, out on a hike, doing something with mapmaking in a totally different setting, something that they could not learn in 6 hours in the classroom they picked up in 10 minutes. In that totally different atmosphere they were highly motivated, the instruction was much more individualized, and in part of that program much of the knowledge and skills developed into games and parts of a routine for advancement.

In New York City as well as in the rest of the country schools have relationships with various industrial concerns. Students who would sit and rebel and could not get anything in the classroom will spend 2 or 3 days a week working with a particular industry and all of a sudden will acquire an interest and start learning those things.

I think we all recognize that while one may have one teacher or one given method of trying to reach someone, and a student just is not getting it, all of a sudden, either with a different individual or a different setting or a somewhat different approach that same student does learn. That is generally what I was referring to.

I would, however, take great exception to the notion that one can just toss out figures of dropouts and other statistics, all of which are terrible. Figures do not prove causality; they do not prove that the schools are solely or largely responsible. I think that the schools have to take a share of the responsibility. If they did not we ought to close the schools down. That would mean they have no effect. But we also ought to acknowledge that different groups within our society have different amounts of wealth, have had either a better or a worse education in the past; that there are different community and family influences. All of these have to be taken into account as well as the responsibility of schools with respect to learning achievement rates, dropout rates. I think that just to condemn the schools and say here are the rates and therefore the whole answer is we must blame the institution. That is not an adequate response to a serious problem.

NEED FOR EARLY REMEDIAL ASSISTANCE

Dr. KIERNAN. The odds, Mr. Chairman, also are substantially against the schools in the sense that we operate—I am not defending this operation—less than half the calendar year. The standard State statute is 180 days. We also operate 5 hours out of the 24, meaning that during the other 19 students are subjected to many other environments, the collateral curriculum that I spoke of in my testimony. The odds are against us. We do need to involve government officials, parents, students, faculty members. Also, we occasionally put an impossible burden on the teacher when we bring youngsters in from all corners of the community and assume that each will be proficient in biology or trig, solid geometry, calculus, or some other subject. We do need an opportunity, starting very early, for remedial assistance, at least to give the youngsters the options where they could begin to move successfully. If we do not do that, then we are going to shortchange not only the youngsters, but the schools themselves, and the teachers therein.

Senator BAYH. Let me ask another general question in the area of discipline. You and all the other witnesses have such a wealth of information to give us, we cannot ask all we wish.

What can we do—perhaps, as an example, a pilot project—to help you to provide, at the local level, a higher degree of parental responsibility as far as discipline is concerned? To what extent can the schools make a positive contribution?

I understand the NEA has conducted a study relative to the impact of corporal punishment. What about such regulations as dress codes, and hair codes? Are these really fundamental ingredients for meaningful education?

I throw these catch-all discipline questions out to you all.

Dr. KIERNAN. Mr. Harris earlier made a comment concerning the test of reasonableness, and I think any disciplinary code has to be subjected to that test.

In 1969 we published—I want to make certain that you receive copies—a book entitled, "The Reasonable Exercise of Authority."[1] I would also recommend contact with the distinguished State superintendent in Michigan, John Porter, on a student code they have worked out for the students of Michigan. I think the members of the committee, Senator Mathias and yourself, Mr. Chairman, would be enlightened in seeing what one State has attempted to do. But you hit the nail on the head; the discipline has to be administered in an equitable fashion. It cannot be uneven; it cannot be inconsistent. It must be immediate and fair for all.

That is where we come back and make a plea to the legislative bodies, including the 94th Congress, to make certain that we are not hamstrung by statutes, or hamstrung by able attorneys who seek unnecessary continuances. When young people will not face up to the disciplinary code but insist day after day on violating the code and telling the principal and the teacher where to get off—that is where we need the help.

Senator MATHIAS. Is that what you call a board of correction, the title of the panel?

Mr. HARRIS. I am of the opinion that any use of physical punishment in today's setting is unreasonable, and that there is not any way to apply physical punishment reasonably today.

I have a child. I think that while it is granted that there are a lot of factors involved, I have certainly not intended to imply that schools without the involvement of boards and parents and community, and all of that were not a part of this total package, because certainly they are. The point that I have tried to make is that if we simply look at the child and say that because he did a certain thing he has to go and find a school elsewhere, or set up some other kind of institution for him or something, that is a shortsighted approach. I think it is a complex problem and there are no simplistic answers. I think that while we can point to any number of isolated things, parent involvement, whatever type of corrective measures, discipline codes, students rights, responsibilities, all of those things, none of them in themselves will provide a total solution; but all of them have a part to play in an answer.

DIFFERENT PROBLEMS IN DIFFERENT AREAS

I think that the problem must be dealt with differently in various kinds of settings. We found when we were involved in the textbook hearing in Kanawa County, W. Va., what that community needed was a far cry different from what the community a short distance away from it might want.

So it is not a kind of thing that we can just simply say this is an answer and this is what ought to happen. But I think that there is a role for each level to play. The Government has got to participate in education to a much greater degree than it currently does in terms of funding, the Federal Government. Local sources cannot continue to provide the education that is required for today without additional support from the Federal Government.

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[1] *See* "Models and Strategies for Change," hearing of Sept. 17, 1975; appendix.

I think that the community does have a stronger role to play, and we as educators have to welcome the involvement. I think our associations, our teacher organizations, must be allowed to play even a greater role. I think that when teachers, when there is a professional negotiations bill and teachers and their boards and so forth can sit down and discuss those things that would make for better education, this is going to have some impact on whether or not education really meets the needs of students. So there is a wide range of things.

I would hope that in our searching and in our looking we did not just talk about vaster ways of disciplining the child who committed some type of offense, or we did not just talk about some kind of way of getting him out of school into something else; but that we all faced up to the positive impact that we can have on all of this.

I feel that we can move in the right direction.

Mr. Shanker. I do not know of any teacher who would support the idea of a return to the paddle, although I notice a few of them have recently been used.

I just feel that it certainly will be unacceptable today, and I think it would be destructive of the relationship that is necessary in a learning environment. I think too much of the approach that we always have, is that we wait until terrible things happen, and then try a process of salvaging something that has already gone in a wrong direction. We do that in educational programs. We crowd little children into schools and classrooms. We give them very little in the way of individual attention. We wait until they feel that they cannot learn and feel terrible about themselves. We wait until they have given up hope. Then we have all sorts of remediation and salvaging programs and try to undo what we have done to them. I think that a good many of these problems would be solved if we did not have the abrupt change that a child now has from the individual attention of the home and family to the institutionalized massness of large classes and large schools.

INDIVIDUALIZED EARLY CHILDHOOD EDUCATION

There ought to be a slower and longer introduction from home and school. We ought to put a lot of money into early childhood, both preschool and the early grades to make sure that we reach the child at the time when he still has confidence in himself.

You do not find many first graders who say, I've given up: I cannot read; or I am illiterate; or I am not going to be able to count. But you wait 3 years and let that child stay in school, as all the others learn to read and write, and that child has given up.

Now, in many cases, parents have had this experience. I have had it with my own children. They did not learn their multiplication tables in school. The teacher cannot take 30 individual youngsters and sit each one of them down individually and go through it all. But I did that at home. Parents should be encouraged to do that. But where parents do not, I think that the school has the responsibility to provide a very high degree of individualization in the very earliest years. If we did that and gave students a sense of success, they would remain with it, they would begin to get satisfaction from their reading and studies. Many of those who are out doing all sorts of other things are those whose studies were not satisfying to them because they did not master the basic skills that were necessary early enough.

Senator MATHIAS. Mr. Shanker, I was particularly glad to see your recommendation about allocating new funds for early childhood education.

We had some experience in Baltimore. I regret to say we have only had the benefit of that experience because of the Model Cities grant, which I think is a great travesty. Under the leadership of Dr. Percy Williams of the Maryland State Department of Education, we really had, I think, a remarkable success and a very impressive program.

I am wondering—and I am familiar with some of the educational benefits, as you suggest—if you could teach a child early to read, that child is going to have a totally different reaction to an educational experience than if he really cannot read. But what about the kind of social result, the behavioral result? Is there any evidence that children really do adjust better? I ask you that question in a concrete form. I have my own feelings about the subject. But as Senator Bayh knows, because both of us are on the Appropriations Committee, it is tough to get money unless you can point to some positive and specific kind of answers.

I would like to see us get more money for early childhood education.

JUVENILE JUSTICE ACT DESIGNED TO AVOID PROBLEMS

Senator BAYH. If the Senator would permit me. There is no one who has worked harder than Senator Mathias in trying to zero in on that very important area. He has worked very diligently with us.

We passed the Juvenile Justice Act, that I referred to previously, which was designed to cope with problems before they develop into offenses subject to criminal code definition. We are talking about acts and manifestations of personal conflict which cost the taxpayers of this country over $500 million a year.

If we could get that kind of money—or even half of that—injected into preschool education over a relatively short period of time, and implementation of the provisions of the Juvenile Justice Act, it would enable the classroom teacher to not only identify Johnnie and Susie who have reading problems, problems in the classroom, or problems at home totally unrelated to what is happening in the classrooms; but, also, to provide professional help for the teacher and the child who is in the process of dropping out of school and enrolling in a penitentiary.

If we could just invest a small percentage of the cost of inaction to implement some of these programs—we would be far ahead of the game.

Senator MATHIAS. I think the Chairman's points are very well taken. I would say that, of course, we are not talking about anything new here. The Jesuits said, for years, give us a child until he is 4 or 5 and he is with us forever. I think this is a very basic understanding, human understanding, about people who understand humans. What we could use is your help in making this more broadly understood, particularly understood in the areas where we can get some material help and get these early childhood education programs moving much more rapidly than they are today and ought to be.

Senator BAYH. Thank you very much.

I appreciate your contributions and hope we can call on you to respond in writing to some questions that I had intended to ask, but did not to avoid further imposition of your time.

STATEMENT OF SENATOR CHARLES McC. MATHIAS, JR.

Senator MATHIAS. Mr. Chairman, I have a very brief statement for the record.

Mr. Chairman, I commend you for convening these hearings on the problems of violence in the schools. I have been concerned with this problem in the schools of the State of Maryland and have been made alert to it as a result of letters which I have received from parents and teachers and conversations which I have had with them.

On this subcommittee, we concern ourselves with juvenile delinquency and juvenile crimes. But the subject of these hearings points up the larger context in which these concerns must be viewed. We must address ourselves, if we are to be successful, to the entire environment in which juvenile crime and delinquency take root. And this means looking to the conditions of the schools.

It is tragic, Mr. Chairman, at a time when America is more desperately in need of leadership in more fields than ever before, that the system which is to train such leaders would be degenerating into a battleground. But in some areas, that appears to be what is happening.

Let me put this subject into perspective. The schoolhouse bully is a well-known character and is as old as American fiction. Indeed, he provides an opportunity for a young hero to outwit him with native guile. This is a recurrent theme. Some might even argue that he is a necessary part of education, since real bullies are to be encountered in later life.

But the type of events which I understand we will focus on today are of an entirely different and far more serious nature. Two of my most serious concerns are the apparent increase in the carrying and use of weapons in the schools and the use of concentrated group action against individuals or other groups. These types of activities have the potential for rendering the delicate fabric of a school.

I hope to learn much from these hearings. Let me say that I am interested not only in learning of the magnitude of this problem but of the subtle and insidious way in which it can affect the life of the school and the ability of children to learn. There would be, I would suppose, a point at which a student's concern about violence could begin to intrude into all other concerns. He or she would, I suppose, begin to alter her patterns of conduct. When coupled with the other distractions of youth, this process could relegate education to the bottom of a student's concerns, an unfortunate result for the pupil, the teachers who then are relegated to the role of babysitter, and for society.

Perhaps we can begin today to turn this situation around and to take back our schools for education. It would be wonderful if they could become sanctuaries where by agreement of all concerned there would be no disruptions of the sort we are dealing with today.

Mr. Chairman, Eliza Cook, in his Song for the Ragged Schools, said: "Better build schoolrooms for 'the boy', than cells and gibbets for 'the man'." This has long been the philosophy of many of us on this committee, and I am pleased that we are today focusing on the school side of this problem.

Senator BAYH. Our next panel of witnesses, Oswald Giulii, executive assistant to the associate superintendent for school services, the school district of Philadelphia, the board of education there; Manford Byrd, Jr., the deputy superintendent of schools, the board of education of the city of Chicago; Irving Anker, chancellor, the New York City Board of Education; and Dr. Jerry F. Halverson, associate superintendent of schools, Los Angeles City Board of Education.

I know you have all made a significant sacrifice to be here with us—it is hard to differentiate. I know Mr. Anker has made a particular effort to be here by leaving a conference that is going on and either has to be on a 1 o'clock plane, or he has to leave us here at 1 o'clock so he can catch that plane.

Suppose we let him start so he can catch that airplane.

Mr. ANKER. Thank you very much, Senator. I will read some excerpts from the statement.

Senator BAYH. A word of explanation

Those of you who very patiently sat through the dialog that we had with the preceding witnesses, are aware there were questions that we were not able to ask due to the limitation of time. I appreciate your understanding and I am sure, that by the time we are through your dialog I will feel the same way—that we have not been able to ask all the questions that we would like. If there are some that are not asked, we can submit them to you for your response and inclusion in the final record.

Thank you.

PANEL OF SCHOOL SUPERINTENDENTS

STATEMENT OF IRVING ANKER, CHANCELLOR, NEW YORK CITY BOARD OF EDUCATION, BROOKLYN, N.Y.

Mr. ANKER. Thank you very much, Senator. I hope you will appreciate that I do have to walk out at 1 o'clock because of the obligations that I have. I therefore will read only a part of the statement[1] that I submitted to you, and then might have the opportunity to answer questions if I may.

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[1] See p. 96.

First of all, I want to thank you for the opportunity to appear before the subcommittee, and if I may say so congratulate you on focusing your attention on the problems of large cities and large city schools particularly.

DISAGREEMENT WITH PRESIDENT'S STATEMENT

I think there probably is a great deal of complacency. I notice a statement by the President recently in a report that the problems of the cities are not as severe as they used to be. I can tell you that nothing is further from the truth than that fact. It is not possible to examine the problems of any urban school system from its surroundings, separate and distinct from the larger urban setting.

The big city school is an arena in which many of the crushing social problems of the city itself intrude and are acted out not only by the students themselves, but more often by forces that invade the schools, generating problems that have their genesis in the surrounding community.

Of the 4,775 incidents, for example, reported in 1973–74—the last complete schools year—of the 4,775, 1,020 were by intruders who gained entry into the school building by a variety of means.

Senator BAYH. That is about 25 percent?

Mr. ANKER. That is right, sir.

Senator BAYH. That is a question I wanted to ask. Is that a consistent percentage in your experience, and are those 25 percent of the acts committed by persons who are not within the system?

Mr. ANKER. I would have difficulty discovering a percent to it, but a significant number of the assaults do occur because of intruders, yes.

Senator BAYH. Mr. Anker, when we say 25 percent intruders, are those intruders totally removed from the system? Are some of them students who may have been expelled or suspended just yesterday, and they come back today?

Mr. ANKER. I would say with very few exceptions they are not students in that school now. They may be teenagers who are registered in some school elsewhere and who are truants, but in most cases, that is generally true. The crime arises from teenagers as well as older people.

Senator BAYH. But 25 percent are individuals, young or old, outside of the school family that is being invaded?

Mr. ANKER. That is right. They are not fellow students in that school. We did not need schoolguards 15 or 20 years ago in the New York City public schools. We employ about 1,000 today and spend about $10 million on that. We need then very largely now to protect in part at least the pupils as well as the teachers against outsiders as well as of course against fellow students.

I want to remind you, sir, that the New York City school system is somewhat unique. We have a school population in our public schools alone of 1,100,000 children, more than most of the major cities in the United States. We have 130,000 teachers and aides of various kinds. We have about 1,000 school buildings. We have 32 separate community school districts, so that we are talking about a very, very large enterprise.

The schools are expected to educate and meet most of the needs unilaterally of large numbers of students within the setting of the educational process, despite the fact that many of its problems are rooted in and integral to the larger urban setting—housing patterns which create and intensify racial imbalance, the flight of the middle class to the suburbs, unemployment, poverty, inadequate health and community services, a rootless, restless, bewildered, and often defeated migrant population, totally unprepared for the exigencies of urban living, an upsurge in crime, a rise of 17 percent in the last year. Citywide crime, according to the latest FBI figures reveal that in New York City there were 519,825 serious crimes in 1973–74, compared with 475,000 the previous year, a 9-percent increase in serious crimes in 1 year.

It is estimated by the mayor and the police authorities that there are from 1 to 2 million illegal guns in the hands of some people in the city of New York—1 to 2 million—that comes to a figure of almost one for every three or four in the total population of the city.

The rapes and robberies and aggravated assaults and burglary and breaking-and-entering and larceny and theft, murder, and manslaughter were represented in the grim statistics of a social pathology that has characterized city living increasingly in the last decade. They are all represented in the catalogue of criminal activity that impact upon the schools.

With one-seventh of the total New York City population inside the city schools every day, the schools inevitably reflect the violence and lawlessness in the surrounding setting.

Incidentally, a major factor in limiting evening school activities in the city of New York, which is sorely needed by the economic and educationally deprived—a major factor in limiting it is the unwillingness of people to go out into the streets in the evening, even to go to an evening high school.

WIN HIGH PERCENTAGE OF NATIONAL SCHOLARSHIPS

What is extraordinary about the New York City school system is the fact that the majority of our students do learn, that most of the teachers are professionally committed to the process, and that New York City schools do educate. I want to add parenthetically, by the way, that 2 percent of the public school population in the United States, New York City's public high school students almost every year win 20 percent of the outstanding national scholarships, especially in the area of science, the famous Westinghouse and other scholarships.

For the 1973–74 school year, nevertheless, our records indicate a total of 4,775 incidents, and I would be the first one to admit, by the way, that that does not report all the serious incidents reported in the 9-month period from September 1973 to June 1974. The categories range from disorderly conduct, 292; to attempted murder, 1; and include assaults, 1,578; robbery, 190; rape, 5; reckless endangerment, 60; harassment, 359; and even streaking, 1. There are 25 categories in all. Statistical data and categories are available in the attachments that I submitted.

I want to point out, by the way, however, that in the area of vandalism and theft that the overwhelming majority of that comes from outside the schools, the majority of it coming at night. I was principal of the largest high school in the city fed by the students in the Harlem-East Harlem area, Benjamin Franklin High School, for 5 years. There was very, very little vandalism committed by the students in the building. The great threat was of course the community. We are about to open a replacement for one of the outstanding schools, historically, Boys High School. It had been one of our specialized high schools, and the local judges, members of minority groups, and the Deputy Mayor are the first ones to warn us that we ought not to put one item of educational use in that building until we spend a sizeable amount of money on protecting the contents against the community outside.

They are telling us that before we get the material in there, it is going to be stolen and vandalized and taken away and therefore we will have wasted our money.

The impact of crime and violence has sent shock waves through educational systems on every level in every large city in the country. Two of the more serious problems which you have asked me to talk about which have become particularly virulent in the last two decades, but for which hard data remains elusive, are drugs and gangs, and I want to say something about those because you asked me to.

The fact is we live in a drug-oriented society.

Senator BAYH. I wanted you to emphasize that because data in our report and in some articles that have been written, indicate there is a significant amount of this in New York. We thought that you could give us a better feel for the impact of drug addiction on youth in your city. I am not saying it is an exclusive product of New York.

Mr. ANKER. No, as a matter of fact, one of the main sources of migrants or immigrants into the city of New York are the drug-addicted who see an opportunity to purchase their drugs in the city of New York. It is a very, very common experience.

Americans of all ages and all stations are ingesting drugs in greater variety and number than ever before, whether they be aspirin or sleeping pills or tranquilizers or amphetamines or various ingenious combinations thereof. Films and television programs glorify and romanticize the lifestyle of violence and the drug pusher and legitimatize and encourage the use of drugs as standard coping mechanisms for dealing with the pressures of daily living.

MOVIES GLORIFYING CRIME AND VIOLENCE

Within the last few days, by the way, of many very worthwhile movies produced in the United States this year, it is no accident that the one that glorified violence, Godfather II, won the national awards and earned the biggest amount of profit in the movie industry. It is no wonder that we have a drug problem. All we can say about the size of the narcotics problem in New York City is that it is too big. Precise numbers are almost impossible to pinpoint. The world of the drug user is a subterranean one which compounds the problem of compiling hard, accurate data, and most of it by the way is outside the schools. The young person who becomes severely drug addicted very often no longer continues to go to school.

Some information is available on the number of clinically identified addicts based upon hospital reports and FBI data and other, and the estimates of the police department and others is that there are about 40,000 to 100,000 hardcore addicts in New York City.

The problem is further complicated by the fact that in addition to drug abuse, we are faced with extensive substantive use among young people. Experimentation with alcohol is becoming an increasing problem. Airplane glue, paint thinner, lacquer, lighter fluid, kerosene, and so forth and so on—these products are legitimate and available. It is their perverted and sometimes lethal use that is the problem.

Drug abuse and misuses of nonmedical substances is not limited to ghetto youth or the economically disadvantaged members of society. The problem has spread to middle-class and affluent youth looking for kicks and acceptance by the "in crowd." Although the number of known drug users varies from year to year, the incidence of crime directly or indirectly associated with the use of narcotics among the teenage and adult population shows no sign of abating.

One of the characteristics, by the way, of drug abuse today compared to the 19th century is that in the 19th century where it was very largely existing in the middle-class population, it did not result in violent crimes in as large a proportion as it does today. In New York City today, estimates range from $500,000 to $700,000 daily as the amount that must be raised by young addicts to meet their needs for drugs—$500,000 to $700,000 that must be raised.

Since the items that they sell obviously are sold at severely reduced prices, you can imagine the amount of crime that must be committed solely for that purpose. Most of the money is obtained through shoplifting, burglary, forgery, prostitution, street mugging, and other illegal and sometimes violently antisocial behavior.

New York City has developed school-based drug prevention programs within the 32 districts, at the elementary and junior high, as well as in the 98 centralized high schools, and I can mention some of those programs. I included them. I will just mention a few.

We have information tables manned by students in school-based programs. We have classroom visitation by students and by others involved in drug programs. We have open-ended rap sessions featuring external and internal resource people. We have teacher workshops focusing on improving the learning climate. We have parent workshops, school assembly programs, social alternative programs of a variety of kinds.

THE RESURGENCE OF STREET GANGS

Turning briefly to the area of gangs—unlike drug abuse which affects all segments of the youth culture, the resurgence of street gangs—they existed, disappeared, and they are rising again—has been restricted largely to ghetto areas. Although the South Bronx was the original spawning ground of gang activity in the 1970's, it has proliferated to the North Bronx, central Brooklyn, lower Manhattan, and so forth. There are more than 250 gangs known to the police, with a verified membership of 7,000 and an alleged membership that soars to approximately 20,000 depending on whose count is current at the moment.

A juvenile gang is one in which members perceive themselves as part of a gang. They have a name, a formal organization structure with a martial or quasi-military chain of command, a uniform or colors, distinctive insignia, and an acknowledged war lord or leader

Just the other day on TV a gang leader was interviewed about the purchase and sale of a variety of guns in the street. This was a man of 20 or 21 apparently. He was able to name the street price for 10 or 15 guns presented him just like this, something that obviously he was expert and informed upon. That is the world in which gangs in much of the community exist.

I do not want to go into the question of the operation of the gangs. They have a sophisticated intelligence network, usually maintained to keep the leader abreast of the activities of rival gangs. The leader, by the way, is usually not a school-age youngster, usually between the ages of 20 and 30, considerably older than the rank-and-file membership whose ages range from 11 to 18. Women might be most interested in the fact that they flaunt completely the concept of equality for the female. Women or girls are members only to the extent that they can service the needs of the male members of the gang.

For the most part, schools are regarded as neutral turf to gangs, and it is tacitly if not overtly agreed that schools are off limits for flaunting of colors and other open gang activities. They appear in their uniforms in evening meetings and appear in the streets that way, but they do not appear that way in the school. Although occasionally honored in the breach rather than in the observation, many gang leaders agree that demands should not be made on the school for use of its facilities or for other concessions that would adversely affect school operation.

There is no school budgetary capability for allocating either the funds or manpower to deal specifically with gang phenomena. The police department through its liaison program does effectively keep gang activity out of the schools, although not necessarily successful in trying to fight them, and I have described here a variety of program that we do have including peer group sessions, alternative programs, intervention prevention centers, street workers who act as bridges between the school and the community, cooperation with the police-school liaison program—I do not want to read all of them right now.

The problems are numerous and complex. Violence, disruption of the education process, danger to students and school personnel, as well as to the community, truancy and a serious threat to sound school-community relations are engendered by the street gang phenomenology. The school as the single most visible and vulnerable institution in the community is often held responsible for problems generated by the gangs. The combined power, authority, and creative influence of all social, educational, religious, legislative, and judicial agencies must be marshaled for a pincer movement to attack the pathology of the city—and I want to interrupt.

Just 2 days ago after I sent you this material, a lead article in the New York Times—and I want to quote a distinguished black political leader in the city of New York, Mr. Sam Wright, Democratic leader in Brooklyn, a former State assemblyman, a city councilman, leader of the Democratic Party in the Brooklyn area. A party is being run for him largely to raise funds on his 50th birthday, and he was interviewed. Let me read to you what this distinguished black leader who spent his entire life in the Bed-Stuy area of Brooklyn says—and I am either quoting him directly or paraphrasing it in this area: "When I was a kid I used to come down here." [he is talking about the streets through which he is driving at 10 o'clock at night] City Councilman Sam Wright said, driving a visitor down Pitkin Avenue.

"The lights were on. The stores were open. People were shopping. Pitkin Avenue today is the main street of Brownsville. It has not been like that for a long time, but today it looks like a street in Rangoon. Its stores are transient, undercapitalized, mom-and-pop groceries, one-arm lunch rooms, 3-years-to-pay furniture emporiums, beauty parlors, second-hand goods, fortune tellers. There are not many bars, but the liquor stores thrive. Brownsville drinkers are likely to buy 79-cent muscatel. No one goes out at night," says Mr. Sam Wright. "As soon as the sun goes down, they get inside, lock the door and stay there.

"A man's house is not his castle in Brownsville; it is his jail. Crime is constant and savage, out of all proportion to motive or hope of gain. Buildings are torn apart for enough metal piping sold as scrap to buy a bottle of wine. Murder is done for a dollar or two."

I might point out, by the way, the vandalism in housing developments and others is generally far worse than it is in the school buildings. The devastation—I am returning now to Sam Wright—the devastation of Brownsville is worse if anything than it was when it became a symbol for urban problems at their most extreme in the late 1960's. The blight of abandonment of buildings, decay, arson, vandalism has spread faster and now reaches deeper into the east New York area, as well as Bedford-Stuy. It no longer involves noisome old tenaments that visitors to the district used to say ought to be demolished.

Structurally sound six-story elevator buildings and row houses are being destroyed. Most people get out of it if they can, says Mr. Wright. The population is probably 190,000 now compared to 250,000 8 or 10 years ago. There are plenty of hardworking people here, but 35 to 40 percent of them are on relief.

I have other articles beyond this to describe the nature of the problem. Just in the last few days in the Times, "Decoy Used By Teenagers To Rob Elderly People." Regularly the beatings, and the deaths, and the killings are done—elderly widows slain apparently by teenagers. Two teenagers—I am reading again from another article—two teenagers were arraigned in Brooklyn Criminal Court in the murder of Staten Island golf course night watchman.

The suspect goes on to describe the 19 members of the Flying Dutchman, a Bronx youth gang who were arrested on 186th Street and Belmont Avenue as they were allegedly preparing to fight another gang. They were charged with possession of explosives after the police seized the firebombs. This is the pathology of the city which the schools, of course, have failed to solve.

The schools themselves can only deal in part with the conditions that spawn drug addiction, juvenile delinquency, gang warfare, or any of the brutal manifestations of the social pathology that has invaded our cities.

SOCIETAL PROBLEMS—NOT JUST SCHOOLS

The problems go beyond the schools. They are grounded in the increasing isolation of the city poor, the accelerating segregation. While we talk nationally about our move toward integration, we are moving at a phenomenal rate toward segregating schools, for example, both racial and economic, resulting from the flight of the middle class to the comparative safety of the surrounding suburbs, the mounting crime rate, and the inner city.

I think this is one of the most important issues of the national scandal today that our cities have a one-way traffic. All traffic in, everybody can come in, the poor, the immigrant, the middle class, the wealthy. We have free movement in the United States.

But there is only one-way traffic out. You can only get out when you become part of the middle class or the wealthy. You cannot get out if you are part of the poor because of the pattern in which we operate in the United States, primarily by the way our housing patterns—I would like to read from a New York Times editorial, just one little part of it that deals specifically with an item that you are concerned with—just one small part.

They are discussing Attorney General Edward Levi's assessment about the failures of our court system. "There are two software areas," says the New York Times, "where substantially increased expenditure would make large differences. The first would be to increase the capacities of the courts and the prosecutors to handle criminal cases and thus to rationalize the sentencing and the plea bargaining processes in order to make judicial deterrence more credible.

"Second and even more important is to increase immeasurably the capacities of urban juvenile justice systems to intervene early, imaginatively, and constructively in the lives of young people headed for trouble."

That is the end of the New York Times editorial.

Clearly the problem is one that is too pervasive, too complex and tenacious to yield to simplistic solutions, but some steps I think should be taken immediately. I would like to enumerate just a few of them, some within the schools and some outside the schools.

RECOMMENDATIONS

No. 1: It is about time in the United States, particularly in urban areas that we figure out a way to have strict enforcement of gun and weapons control.

No. 2: we need U.S. assistance for school security programs and expanded guidance services.

No. 3: we need immediate steps to reduce the ghettoization of American citizens. We must avoid the restriction of low-cost housing to poverty communities. We must provide for diversification of racial and socioeconomic population in communities by the deployment of true scatter-site housing.

One measure might be, by the way, a test where the poverty percentage in the schools falls below 10 percent—and I merely offer that as one test.

No. 4: an active program of federally assisted training programs and job opportunities for ghetto youth.

No. 5: a realistic and honest assessment of the causes which accelerate the flight of the middle class, largely white, but becoming increasingly black, from urban areas to the suburbs. The effect of this abandonment on the fiscal and social capabilities of the cities to deal with the problems of the isolated minority poor is a scandal.

Municipal tax overburden is something that the cities can no longer deal with. It is the city and the people who remain in the city, decreasingly the middle class, who have to provide sums of money beyond that which is provided in other communities for welfare, for police, for fire, for health and hospital care, for remedial services in the school for sanitation and so forth.

Effective legislation is needed to relieve municipal overburden on fiscal resources. The contrary or failure to do this is only going to result in the city's becoming the Calcutta of America, as fewer and fewer of the people who have the economic wherewithal to pay live in the cities.

We need total federalization of welfare, health and hospital costs for the low income, strengthening not diminishing the education budget for 1975-76 in New York City.

One of the ironies today, by the way, is that while the Federal Government tries to fight the recession by increasing expenditures in a variety of ways, the city and States, and particularly the cities, find it necessary to curtail their budgets, so while the Federal Government is doing things to put people on the payroll, the cities find it necessary to take steps to take people off the payroll.

No. 6: in education specifically a clear definition and strong enforcement of students' rights and responsibilities.

And then lastly, further development of alternative schools and programs to meet the needs of young people who cannot be served by traditional programs.

These are basic and fundamental recommendations. More is needed, but I hesitate to take time to do that now.

Thank you.

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BOARD OF EDUCATION OF THE CITY OF NEW YORK
110 LIVINGSTON STREET BROOKLYN NEW YORK 11201
OFFICE OF THE CHANCELLOR

April 7, 1975

STATEMENT BY CHANCELLOR IRVING ANKER

Subcommittee To Investigate Juvenile Delinquency
Wednesday, April 16, 1975
Dirksen Senate Office Building, Washington, D.C. Room 2228

I thank you for the opportunity to appear before this Subcommittee to testify on the social problems endemic to the large city school systems, and particularly to reflect on the problems of the New York City school system. It is not possible to examine the problems of any urban school system in isolation from its surroundings, separate and distinct from the larger urban setting. An urban school system is a unit, a single strand of an interdependent social subsystem in a large city. The total social system which is the city or the urban setting is inevitably and often accurately mirrored in the microcosm of the school. Hence, any discussion of the conditions and the problems of urban schools must address itself as much to their interaction with the total urban setting and with other subsystems in that setting as with the schools themselves. The big city school is an arena in which many of the crushing social problems of the City itself intrude and are acted out not only by the students themselves but more often by forces that invade the schools, generating problems that have their genesis in the surrounding community. Of the 4,775 incidents reported in the 1973-1974 school year, 1,020 were caused by intruders, who gained entry into school buildings by a variety of means.

The New York City school system is unique. The total school population is 1.1 million, a figure that exceeds the population of most major cities of the United States; the combined professional, administrative, paraprofessional, and clerical staff numbers approximately 130,000, making the New York City Board of Education one of the major employers in the country; the number of school buildings, offices and administrative facilities is approximately 1000. And the problems, not surprisingly, are commensurately massive.

Social, fiscal and political anomalies compound the problems. The schools are charged with the responsibility of dealing with the whole gamut of the human condition: to instruct, train, feed, support, groom, and ultimately to turn out cadres of productive responsible citizens, who can sustain themselves and enrich the total society. And the schools are expected to perform this feat unilaterally within the setting of the educational process, despite the fact that most of its problems are rooted in and integral to the larger urban setting: housing patterns which create and intensify racial imbalance; the flight of the middle class to the suburbs, unemployment, poverty, inadequate health and community services; a rootless, restless, bewildered and often defeated migrant population, totally unprepared for the exigencies of urban living; vying cultural patterns, a babel of languages, diverse cultural patterns and values. An upsurge in crime, a rise of 17% in the last year, according to the latest FBI figures, reveals that in New York City there were

519,825 serious crimes in 1973-1974 compared with 475,855 crimes the previous year, a 9.2 percent increase. Rapes, robberies, aggravated assaults, burglary breaking and entering, larceny and theft, murder and manslaughter were represented in the grim statistics of a social pathology that has characterized city living in the last decade. They are all represented in the catalogue of criminal activity that impact upon the schools. With 1/7 of the total New York City population inside the New York City schools, the schools inevitably reflect the violence and lawlessness in the surrounding setting. What is extraordinary about the New York City schools is the fact that instruction does take place, that the majority of our students learn, that most of our teachers are professionally committed to the process of education, that New York City schools do educate (New York City high school students continue to win the greatest number of prestigious scholarships compared with other urban centers throughout the country), and despite mounting social pressures, incidence of crime and violence in the schools is proportionately small. For the 1973-1974 school year, our records indicate a total of 4,775 "incidents" reported in the 9 month period from September 1973 to June 1974. The categories range from disorderly conduct (292) to attempted murder (1), and include assaults (1,578), robbery (190), rape (5), reckless endangerment (60), harassment (359), and streaking (1). There are 25 categories in all. Statistical data and categories are available in the attachments appended hereto.

The impact of crime and violence has sent shock waves through educational systems on every level in every large city in the country. And the list of crimes falls neatly into categories that can be arranged alphabetically with an item or two for every letter of the alphabet from assault and attempted rape to vandalism and V.D. referrals. Two of the more serious problems, which have become particularly virulent in the last two decades, but for which hard data remains elusive, are drugs and gangs.

We live in a drug-oriented society. Americans of all ages and all stations are ingesting drugs in greater variety and numbers than ever before, whether they be aspirin, sleeping pills, tranquilizers, amphetamines, or various ingenious combinations thereof. Films and television programs glorify and romanticize the life style of the drug pusher and legitimitize and encourage the use of drugs as standard coping mechanisms for dealing with the pressures of daily living. It is no wonder that we have a drug problem! All we can say about the size of the narcotics problem in New York City is that it is too big. Precise numbers are almost impossible to pinpoint. The world of the drug user is a subterranean one, which compounds the problem of compiling hard accurate data. Some information is available on the number of clinically identified addicts, based upon hospital reports and information gleaned from the Federal Bureau of Narcotics, the narcotic registry of the Department of Health, and the NewYork City Police Department. The best information appears to indicate that there are about 40,000 known addicts in New York City. Since there is often a lapse of several years before an addict is identified and labeled an addict by the hospitals or by the doctors, there is clearly a gap between the data and the reality. Experts place the actual figure at twice the 40,000 known addicts in New York City, many of these figures represent children in the New York City public schools, although no hard data is available on their actual number. That it is a substantial number is known, and a very grave problem indeed.

The only cities which could begin to challenge New York City for the dubious distinction of being the drug capital of the world are Hong Kong and Shanghai. That may suggest the magnitude of the situation.

The problem is further complicated by the fact that in addition to drug abuse, we are faced with extensive substance abuse among young people: experimentation with airplane glue, paint, paint thinner, lacquer, lighter fluid, kerosene, cleaning fluid, aerosol propellant from various spray cans of standard household products, and the like. These products are legitimate and available. It is their perverted and sometimes lethal use that is the problem.

Drug abuse and misuse of non-medical substances is not limited to ghetto youth nor to the economically disadvantaged members of society. The problem has spread to middle class and affluent youth, looking for "kicks" and acceptance by the "in crowd." It is vital to recognize that the emotional predisposition which impels young people to seek gratification through the misuse and abuse of chemicals and other substances, may lead them to seek pleasure from narcotic drugs and encourage them to engage in other forms of asocial behavior, to the detriment of their own development and at a high cost to society.

Although the number of known drug users varies from year to year, the incidence of crime directly or indirectly associated with the use of narcotics among the teenage population shows no signs of abating. In New York City, estimates range from $500,000 to $700,000 as the amount that must be raised daily by young addicts to meet their need for drugs. Most of the money is obtained through shoplifting, burglary, forgery, prostitution and other illegal and sometimes violently anti-social activities.

Although it is true that not all youthful experimenters and abusers of non-medical substances are underprivileged, many of them do come from the lower socio-economic levels. They feel that they are victimized by an alien culture that is hostile to them and regards racial characteristics as marks of inferiority. They suffer from frustration, humiliation and from continuous assaults to their self-esteem. They need what all human beings need and want: better living conditions, warm parental support and supervision, realistic prospects for successful accomplishments, quality education, acceptance, wholesome environment, status, recognition, and opportunities for constructive use of leisure time.

New York City has developed school-based drug prevention programs within the 32 districts at the elementary and junior high school levels as well as programs for the 98 centralized high schools. These programs are designed to deal not only with the symptoms of a pervasive breakdown of social values and behavior but with root causes as well. These programs attempt to help youngsters deal with their feelings, improve their self-image, and interact constructively with their family, their peers and the authority figures in their lives. They are structured to help young people internalize the problem-solving and decision making process to help them achieve their goals in a non-self destructive manner.

The target population falls into two basic cagegories:

> Youngsters who abuse drugs--hard and soft drugs, as well as alcohol, which is another drug of substance.
>
> Youngsters who have been identified as drug-prone. They can usually be identified by a pattern of truancy, multiple failures, excessive lateness, cutting, aggressive, sullen behavior, within the school setting.

The school based drug program devotes about 25% of its time to prevention activities and about 75% to intervention activities. The goals of the prevention component are to establish high visibility so as to facilitate referral to the intervention component; and to disseminate basic information about those high interest areas identified by the students themselves.

Some of the activities used within school based programs to achieve these goals are:

1. information tables manned by students
2. classroom visitation by students
3. open-ended "rap" sessions featuring internal and external resource people.

4. teacher workshops, focusing on improving the learning climate within the classroom.
5. parent workshops, focusing on improving the living climate within the home.
6. school assembly programs.
7. social alternative programs ranging from transcendental meditation to poetry publications.

There appears to be no easy solution to the serious problem of narcotics addiction. There are a variety of approaches now being used in the New York City schools but the need for a synthesis of efforts on the part of all community segments is central to the problem. The problem of narcotics addiction and substance abuse is a massive, grim, frustrating and challenging one which calls for the combined efforts of all community and governmental agencies to tackle a problem that has taken a dreadful toll of our most valuable social resources and set off a chain reaction of crime and violence in many segments of our society.

Unlike drug abuse, which affects all segments of the youth culture, the resurgence of street gangs has been restricted largely to ghetto areas. Although the South Bronx was the original spawning ground of gang activity in the '70's, it has proliferated to the north Bronx, Central Brooklyn (Bedford Stuyvesant, Brownsville, East New York), and finally to the lower east side and lower Manhattan (Chinatown). There are more than 350 gangs known to the police, with a "verified" membership of 7000, and an alleged membership that soars to approximately 20,000, depending on whose count is current at the moment. Membership in individual gangs may vary from as few as two dozen to as many as two hundred.

A juvenile gang is one in which members perceive themselves as part of a gang. They have a name, a formal organizational structure with a martial or quasi-military chain of command, a uniform or "colors", distinctive insignia, and an acknowledged war lord or leader. Some groups, notably the ones in Chinatown, have no discernible structure, and although their existence and flamboyant nomenclature are no secret either to the community or to the authorities, they have succeeded in maintaining a higher degree of anonymity than have gangs in other parts of the city.

Organization is modeled after governmental or military structures. Leadership (the leader may be variously designated as the President, the Chief, the War Lord, the Prime Minister) is determined chiefly by muscle, the ability to best the opposition in a show of strength. The leader must be strong, quick, politically astute, personable, "cool." The leader usually has a corps of ministers to whom he delegates responsibilities on membership, finances, community problems, "affairs of state." A sophisticated intelligence network is usually maintained to keep the leader abreast of the activities of rival gangs. The leader is usually between 20 and 30 years old, considerably older than the rank and file membership, whose ages range from 11 to 18.

Geographical areas frequently represent areas of conquest. Spheres of influence, territory, turf, are negotiated by formal treaties, ceremoniously executed after a gang war, and retained as long as the boundaries can be protected by the gang.

At the outset, the gang image was one of a benign, vigilante operation, the avowed purpose of which was to police the area in which they lived, clean out the pushers, and protect their neighbors. Their models appeared to be militant activists with strong ethnic affiliations. More recently, gangs have been involved in violent anti-social activities including homicide, rape, extortion, trafficking in narcotics, vandalism, depredation, kidnap and ransom. There have been as many as 200 gang-related homicides in a single year.

Individual gangs tend to be ethnically homogeneous, and some strongly nationalistic, Haitian, Dominican, Jamaican, Italian, Chinese. Women's lib has had little or no effect upon gang structure. Girls are valued for their services. Their contributions are "domestic."

Families of gang members are likely to be fragmented, low income or welfare supported, with a high incidence of addicted mothers. There has been some organized response to gang activity from middle income groups who have formed gangs to emulate or counter gang activity in their vicinity (north Bronx). For the most part schools are regarded as "neutral" turf and it is tacitly, if not overtly, agreed that schools are off limits for flaunting of colors or other open gang activities.

Although occasionally honored in the breach rather than in the observance, many gang leaders agree that demands should not be made upon the school for use of facilities or for other concessions that would adversely affect school operation.

There is no budgetary capability for allocating either funds or manpower to deal specifically with the gang phenomenon. In most areas of the city, the Police School Liaison Program does effectively keep gang activity out of the schools. Within the framework of the educational process, however, action has been taken on several levels:

1. Additional recreation and activity centers have been opened and kept open after school and well into the evening hours to provide young people with an organized supervised program of constructive activities.
2. Increased guidance personnel and outreach provision in schools where problems or incipient problems have been identified.
3. In-school or informal conferences with parents or other responsible members of the family.
4. Peer-group sessions in high schools in which personal and community problems can be externalized or ventilated.
5. A broad range of alternative programs and alternative schools which depart from traditional methods, procedures, curriculum and structure.

6. Meetings with local political, religious, and civic leaders, as well as with representatives from influential ethnic organizations such as the Italian-American Civil Rights League, ASPIRA, NAACP, and others.

7. University liaison...university students enroll in internships with junior and senior high schools, acting as sounding boards and informal peer-group models to younger students.

8. Intervention-Prevention Centers to which a five or six member Task Force is assigned to work with community youth who appear to be potential or actual gang members.

9. Drug education speakers, professionals and rehabilitated addicts, who work in the community and maintain liaison with the schools.

10. Student activity coordinators who meet with local police representatives and Youth Squad personnel to prevent or head off rumbles.

11. Street Workers who act as bridges between the school and the community.

12. Cooperation with Police School Liaison Program to effect attitudinal change in students; attempt to identify and modify anti-social and delinquent behavior; provide for additional security in the schools.

13. Task Force under the jurisdiction of the Office of Security at the Board of Education--available on call to circumvent or alleviate

gang-related problems within the school.

14. Effective teaching, individualized and small group, in all program disciplines, particularly in language arts, social studies, health education, family living, art, and other curriculum areas in which social interaction and open discussion can be encouraged.

15. Positive and effective community relations programs to keep the school aware of local problems. An intelligence network has been developed in cooperation with the School Stability Team, local police, and other city agencies which keep school officials aware of incipient and developing gang activities in the local community.

If the safety of the school is in question, notification to the Office of School Security and to the Police Department will bring an immediate response.

The problems are numerous and complex. Violence, disruption of the education process, danger to students and school personnel as well as to the community, truancy and a serious threat to sound school-community relations are engendered by the street gang phenomenology. The school, as the single most visible, and often the most vulnerable institution in the community, is often held responsible for problems generated by gangs.

The combined power, authority, and creative influence of all social, educational, religious, legislative, and judicial agencies must be marshalled for a pincer movement to attack the pathology of the city. All elements that affect human development, housing, jobs, social and recreational facilities, vocational and educational guidance, must be reexamined.

And while we're waiting, a more immediate and more pragmatic solution would be massive additional funding which could be targeted for training, jobs, and social living skills for our many lost children.

The schools themselves can do little to alter the conditions that spawn drug addiction, juvenile delinquency, gang warfare, or any of the brutal manifestations of the social pathology that has invaded our cities. The problems go beyond the schools. They are grounded in the increasing isolation of the city poor, the accelerating segregation, both racial and economic, resulting from the flight of the middle class to the comparative safety of the surrounding suburbs, the mounting crime rate in the inner city. All of these problems demand the attention of this subcommittee and the combined efforts of all of the political, social and economic agencies in the country to mount a bold, imaginative and cooperative effort to save our cities. Unless this is done, and time is running out, I fear for the future of the great cities of this country and all of its proud institutions.

In closing, I would like to read into the record the full text of a New York Times editorial, April 6, 1975. It is headed, COMBATING CRIME, and it reads in full:

> The F.B.I. crime statistics for 1974 contain a message for criminal-justice policy planners. After six years of a Federal open-purse policy, the incidence of crime not only has continued to increase, but has spurted up more sharply than at any time since the bureau started collecting such

statistics 45 years ago.

It is thus hard to fault Attorney General Edward H. Levi's assessment that there has been "a dismal and tragic failure on the part of our present system of criminal justice." The issue is whether the Department of Justice will react to that failure constructively. Put more sharply, the question is whether it will continue to permit the bulk of its law enforcement assistance grants to be directed toward police departments or whether, instead, it will begin to make larger innovative investments in other aspects of the justice system.

If the emphasis is to be changed, there are two "soft-ware" areas where substantially increased expenditures could make large differences. The first would be to increase the capacities of the courts and the prosecutors to handle criminal cases and thus to rationalize the sentencing and the plea bargaining processes in order to make judicial deterrence more credible. A second and even more important requirement is to increase immeasurably the capacities of urban juvenile justice systems to intervene early, imaginatively and constructively in the lives of young people headed for trouble.

If the failures of the past have shown anything, they have demonstrated that fascination with gadgetry doesn't cut into crime rates. Investments in human systems and in people, particularly the young, are long overdue.

That is the end of the New York Times editorial. I would like to echo the last sentence, and brace it with some urgent suggestions for action that is long overdue. Clearly the problem is one that is too pervasive, too complex and tenacious to yield to simplistic solutions. But some steps must be taken immediately:

1. Strict enforcement of gun and weapons control
2. U.S. assistance for school security programs and expanded guidance services (in high crime areas)
3. Immediate steps to reduce ghettoization of American cities:
    - Avoid restriction of low-cost housing to poverty communities
    - Provide for diversification of racial and socio-economic population in communities by deployment of true scatter-site housing. One measure might be a test to determine where poverty percentage in the schools falls below 10%
4. An active program of federally-assisted training programs and job opportunities for ghetto youth
5. A realistic and honest assessment of the causes which accelerate the flight of the white middle-class from urban areas to the suburbs; the effect of this abandonment on the fiscal and social capability of the cities to deal with the problems of the isolated minority poor
6. Effective legislation to relieve municipal overburden on fiscal resources; federalization of welfare, health and hospital costs and services for low income families; strengthening, not diminishing, education budget for '75 - '76 in New York City as well as other large cities
7. In education systems, specifically, a clear definition and strong enforcement of students' rights and responsbilities

8. Further development of alternative schools and programs to meet the needs of young people who cannot be served by traditional programs

These are basic and fundamental recommendations. Much more is needed.

Thank you.

Senator BAYH. Thank you, Mr. Anker.

Perhaps your eight points would be a good recommendation to include in a State of the Union message. I need not emphasize the fact that we are dealing with one small part of the problem that cannot be separated from the larger social problem, but let me direct just one question to you, because you are going to have to leave.

The State legislature in New York issued a report last year entitled "Crime in the Schools." They reported the existence of student-run brokerages where teenagers buy and sell tons of narcotics, and provide prostitutes. The report also addresses itself to street gangs and the problems which exist outside the schools that have a bearing on the educational process.

Is this condition, as described by the Select Committee on Crime, that prevalent? And what can we do to try to deal with these conditions? Although the street gang leader is usually beyond school age, does he not use the younger members of the gang to carry out his orders, which sometime have an immediate impact on the schools attended by younger gang members?

Mr. ANKER. Yes. I want to avoid either extreme, Senator, and that is avoiding the actual fact that has been stressed earlier; that there is a kind of violence and criminality in the school building by young people that did not exist in the past, and that we must deal with. And I do not want to pass over that with the implication it is different.

I am not only the Chancellor and former principal; I am the father of three youngsters who went to New York City public schools, one of whom just graduated, and went to integrated public schools in New York City. And I want to emphasize the fact that most parents know that all of the schools ought to be a lot safer, and ought to have a lot less criminality than they do. The average student in school is infinitely safer, however, when he is in the school building than when he is a block or two blocks away.

I might even say that even though teachers ought to be absolutely safe, I think your figures are something like——

Senator BAYH. Could we get to the question about what goes on in the schools. I am anxious to get your assesment about how violence impacts education and on what we might do to secure additional resources to address the problems of particular importance to you.

PROGRAMS CORRECT BUT NEED FUNDING

Mr. ANKER. We think that we have, in principle, the correct programs. We have a security program; we have educational programs to deal with it; we have a scarcity of funding in the area. I do not think the problem is as was debated before in large question of whether the courts are not doing the right thing in the area. I think what we need to have is more money for security purposes. I think we need to have financing for the alternative programs that we have. We need to get out the youngsters who are engaged in this activity, but we have to provide them with alternative schooling. We cannot really get them out of the building. We also have to deal with the problem outside of the school, and I must emphasize that.

Senator **Bayh**. I noticed in a New York Times article—on April 14th—that the New York City Board of Education is planning to close down as many as 40 schools because of decreasing enrollment.

Is there any way those schools could be used for alternative education? Could they be used to decrease the size of classrooms so that more personal attention could be given to students?

Mr. **Anker**. We are planning alternative use for some of the buildings. We are going to be using them, for example, specifically for what we call special ed, handicapped children—including those with emotional handicaps as well as orthopedic or physical handicaps.

When you suggest other things, such as smaller classes and individualization, the biggest problem we have is the fact that I think we are going to be hit in the next month or two with a devastating decline in the city school funding. The mayor is talking about the fact that he has to take drastic steps in order to prevent the city from going bankrupt.

My problem is not a lack of imaginative programs; my problem is the fact that we probably will not have the money to do some of them.

Senator **Bayh**. I would like to address some other questions to you by mail. I appreciate very much your presence here, and the sacrifice you have made to join us.

For the sake of time, perhaps we ought to move on.

Mr. Byrd, if you would care to present your testimony now.

STATEMENT OF MANFORD BYRD, JR., DEPUTY SUPERINTENDENT OF SCHOOLS, BOARD OF EDUCATION, CHICAGO, ILL.

Mr. **Byrd**. Mr. Chairman, I appreciate being invited to testify before you on the subject of violence and vandalism in the Nation's schools.

I fully share the subcommittee members' concern over the rising number of incidents of crime and destruction, and I would agree with this subcommittee's report that violence and vandalism in the schools have reached a level of crisis that demands immediate comprehensive review and legislative action.

In the Chicago public schools during 1974, over 3,500 incidents of violence and vandalism were reported, excluding the willful breakage of nearly 90,000 windows. The cost in property loss from these incidents was $3.5 million, to which can be added $3.2 million for our security programs, and $3 million for watchmen services, necessitated by this violence and vandalism. This $10 million must be taken from funds that would otherwise be available for education programs at a time when funds for education are severely limited.

The losses resulting from these incidents cannot be measured solely in terms of dollars. No one has measured the immediate and long-term effects on the education of children resulting from the climate of fear generated by these conditions. Many hours of education are lost because of false fire alarms and bomb threats. Much harm is done to education programs when classroom windows are shattered, teaching materials destroyed or stolen, and schools damaged by fire and other acts of vandalism. When students and teachers are fearful of going to school—terrified by assaults and other acts of personal violence—a healthy environment for learning is lost.

These losses affect us all. When educational programs of schools are disrupted, when much needed educational funds are diverted to building upkeep and security personnel and devices, the children lose and society loses—now and in the future.

Although the problems of violence and vandalism are great, they are not insoluble. Since 1969, the Chicago public schools have made considerable progress in dealing with these problems by initiating a number of activities to provide safety and security and developing special educational programs to serve specific needs of students.

Chicago was one of the first large urban school systems to require all high school students to carry picture identification cards. In order to protect the schools after school hours, approximately one-third of our 670 school buildings have been equipped with silent alarm systems connected to the police department, and others will be so equipped as the rehabilitation program of Chicago public schools progresses.

We have 637 part-time and full-time security personnel assigned to over 300 schools during school hours. Most importantly, we have instituted a team approach on personnel security. The school principal heads a security committee of teachers, personnel security officers, other staff, parents, community residents, and students to develop programs and procedures for insuring the safety and security of the school.

These efforts have helped us to stabilize the situation in our schools and to minimize the increase in disruptive actions. However, if we are to maintain an atmosphere conducive to learning in every classroom, we must have continued and expanded assistance from Federal, State, and local government agencies.

This assistance is essential in order to inaugurate or expand programs to foster socially acceptable behavior in students; increase the protection for students and staff by providing adequate security personnel during school hours; equipping schools with direct police alarm systems and internal alarm systems; and vigorous prosecution of perpetrators of criminal acts in the schools; develop community support for the maintenance of the community's schools through extensive school-community liaison activities and joint parent-student-faculty citizenship activities in special emergency situations; use established school advisory councils to obtain greater community participation in school protection; maintain an atmosphere conducive to learning and the development of citizenship by continuing to develop special programs for acting-out students; implementing effective citizenship activities; incorporating law-focused subjects in the instructional program, and expanding peer guidance activities; protect the property and other physical assets of the school district 24 hours a day, 7 days a week, with the aid of electronic security systems, security personnel, and community residents.

These needs will require not only funds, but also legislation and leadership by the Federal Government. The following recommendations, if instituted, will help to meet these needs:

RECOMMENDATIONS

Legislation should be enacted for the purpose of expanding the many proven law-education and student and community citizenship activities that have been tested in the schools of the Nation since 1965. Funds should be made available to schools in high crime rate areas for the purchase of electronic alarm and security systems and the employment of security personnel—especially in the larger urban centers.

Funds should be made available to develop special and comprehensive instructional programs for the acting out, disruptive students of compulsory school age. Funds should be provided so that the local school districts can expand their investigation of the extent, causes, and effects of delinquent behavior in schools.

Mr. Anker described the size of the New York public school system. We are not quite that large, but we are huge, we feel. We serve some 540,000 students in over 600 facilities, and we have some 50,000 staff members to assist in that enterprise. And from the peak year, 1969, we thought that we had detected a tail off of the violence and disruption in the schools, only to learn that in the last couple of years, the upturn has accelerated.

Last year, for example, during the last school year—1973-74—175 drug-related arrests were made compared with 102 the previous year. Last year—1973-74—we had 930 physical assaults on employees, compared to 813 the previous year. We had 89,500 instances of willful window breakage, compared with 86,000 the previous year; 161 bomb threats; 151 arrests in connection with trespassing, and many other instances of disruption and violence in the schools.

As I have indicated before, I believe support in terms of personnel security, staff members, and increase in the service will be helpful. But I would make a plea for increased funding so that we can provide the kinds of programs that, hopefully, will lessen the need for increased security personnel and staff persons and alarm systems in the school to protect the staff members and to protect the properties.

We have had successful early childhood programs in the Chicago public schools system. Our child-parent centers have received nationwide recognition as being worthwhile programs, and they are helpful. Right now we are intending to expand those programs, but we would like to do even more, and while we are concentrating with the school's program, as has been indicated earlier, some of the problems that we have and we deal with in the schools, have their genesis outside the school—in the neighborhood. And while this subcommittee is dealing with just one aspect of the problem, as it deals with it, it then has to deal with, or in some way be in communication with, the committees that deal with even the broader concerns; as we deal with youngsters who bring dreams to the classroom, and we help them to develop those dreams.

But we deal with youngsters who must attend schools compulsory who bring to the school a ream of problems. And they are problems not of their making; they are problems that have to do with the community, the neighborhood, and with the economy. The youngsters reflect those concerns and those needs, and their activity is often in the school arena, or are a direct outgrowth of those larger concerns.

But in the Chicago schools, we would like to go on with the programs that we feel have been successful; we have some others we would like to implement; we need dollars for that. We would like to continue our efforts of heavy involvement of community organizations with the hope of erasing the feeling that the schools are hostile turf; that the schools are there to provide and assist the community, and they will be welcome, and will be worked with, and hopefully, then, we can attack the problems that this committee has been established to address.

Statement

of

Dr. James F. Redmond

General Superintendent of Schools (Acting)

Board of Education of the City of Chicago

Presented by

Manford Byrd, Jr.

Deputy Superintendent of Schools

United States Senate
Committee on the Judiciary
Subcommittee to Investigate Juvenile Delinquency
Washington, D.C.

April 16, 1975

Mr. Chairman, and members of the Senate Subcommittee on Juvenile Delinquency. I appreciate being invited to testify before you on the subject of violence and vandalism in the nation's schools. I fully share the subcommittee members' concern over the rising number of incidents of crime and destruction, and I would agree with this subcommittee's report, "that violence and vandalism in the schools have reached a level of crisis that demands immediate comprehensive review and legislative action."

In the Chicago public schools during 1974, over 3,500 incidents of violence and vandalism were reported, excluding the willful breakage of nearly 90,000 windows. The cost in property loss from these incidents was $3.5 million, to which can be added $3.2 million for our security programs, and $3 million for watchman services, necessitated by this violence and vandalism. This $10 million must be taken from funds that would otherwise be available for educational programs, at a time when funds for education are severely limited.

The losses resulting from these incidents cannot be measured solely in terms of dollars. No one has measured the immediate and long-term effects on the education of children resulting from the climate of fear generated by these conditions. Many hours of education are lost because of false fire alarms and bomb threats. Much harm is done to educational programs when classroom windows are shattered, teaching materials destroyed or stolen, and schools damaged by fire and other acts of vandalism. When students and teachers are fearful of going to school - terrified by assaults and other acts of personal violence - a healthy environment for learning is lost.

These losses affect us all. When educational programs of schools are disrupted, when much needed educational funds are diverted to building upkeep and security personnel and devices, the children lose and society loses - now and in the future.

Although the problems of violence and vandalism are great, they are not insoluble. Since 1969, the Chicago public schools have made considerable progress in dealing with these problems, by initiating a number of activities to provide safety and security and developing special educational programs to serve specific needs of students. Chicago was one of the first large urban school systems to require all high school students to carry picture identification cards. In order to protect the schools after school hours, approximately one-third of our 670 buildings have been equipped with silent alarm systems connected to the police department, and others will be so equipped as the rehabilitation program of Chicago public schools progresses. We have 637 part-time and full-time security personnel assigned to over 300 schools during school hours. Most importantly, we have instituted a team approach on personnel security: the school principal heads a security committee of teachers, personnel security officers, other staff, parents, community residents, and students to develop programs and procedures for ensuring the safety and security of the school.

These efforts have helped us to stabilize the situation in our schools and to minimize the increase in disruptive actions. However, if we are to maintain an atmosphere conducive to learning in every classroom, we must have continued and expanded assistance from federal, state, and local government agencies. This assistance is essential in order to:

- inaugurate or expand programs to foster socially acceptable behavior in students.

- increase the protection for students and staff by providing adequate security personnel during school hours; equipping schools with direct police alarm systems and internal alarm systems; and vigorous prosecution of perpetrators of criminal acts in the schools.

- develop community support for the maintenance of the community's school through extensive school-community liaison activities and joint parent-student-faculty citizenship activities in special emergency situations.

- use established school advisory councils to obtain greater community participation in school protection.

- maintain an atmosphere conducive to learning and the development of citizenship by continuing to develop special programs for acting-out students; implementing effective citizenship activities; incorporating law-focused subjects in the instructional program, and expanding peer guidance activities.

- protect the property and other physical assets of the school district 24 hours a day, seven days a week, with the aid of electronic security systems, security personnel, and community residents.

These needs will require not only funds, but also legislation and leadership by the federal government. The following recommendations, if instituted, will help to meet these needs:

- Legislation should be enacted for the purpose of expanding the many proven law-education and student and community citizenship activities that have been tested in the schools of the nation since 1965.
- Funds should be made available to schools in high crime rate areas for the purchase of electronic alarm and security systems and the employment of security personnel, especially in the larger urban centers.
- Funds should be made available to develop special and comprehensive instructional programs for the acting out, disruptive students of compulsory school age.
- Funds should be provided so that the local school districts can expand their investigation of the extent, causes, and effects of delinquent behavior in schools.

It is my hope that these hearings will be the beginning of a new partnership of local school officials and agencies of government, including the federal government, to deal with the growing problems of violence and vandalism in our schools.

Incidents of Violence and Vandalism Reported Within the Chicago Public Schools

Type of Incident	School Year 1972-73	School Year 1973-74
Drug Related Arrests	102	175
Severe Assaults on Employees*	12	10
Severe Assaults on Students	69	96
Assaults on Employees		
Verbal Assaults	490	434
Physical Assaults	813	930
Willful Window Breakage (Panes)	86,056	89,517
Acts of Vandalism	2,044	2,064
Acts of Arson	24	50
Weapons Confiscation (Guns)	40	20
Weapons Confiscation (Knives)	19	45
Bomb Threats	198	161
Bombings	1	0
Burglary	26	29
Larceny	53	90
Robbery	49	48
Trespassing	130	151
Homicides		
Students	2	2
Staff	0	1
Rape		
Students	1	1
Staff	0	1
Other Sex Offenses against Students	15	13

*Severe assaults result in grievous injury or result in hospitalization.

Losses Resulting from Criminal Incidents Reported
in the Chicago Public Schools

Type of Criminal Activity	Value of Losses	
	Year 1973	Year 1974
Vandalism	$458,432	$544,138
Burglary	276,528	341,021
Theft and Missing Items	26,840	25,505
Fire Damage	246,723	325,349
Window Breakage	2,181,206	2,279,044
TOTAL	$3,189,729	$3,515,057

Annual Voluntary Dropouts

Year	Number	%
1972-73	13,173	9.3
1973-74	14,047	9.2

Suspensions: 1 to 19 Days

Year	Instances
1972-73	28,645
1973-74	29,225

Senator BAYH. Thank you, Mr. Byrd.

Mr. Giulii, if you would care to proceed with your testimony we will move along and question you all after your statements.

Mr. GIULII. Senator Bayh and members of the subcommittee, since you have my complete testimony, and in an attempt to speed up my part of the hearing, I will read just sections of it.

Senator BAYH. We will put your entire text in the record.[1] It has been distributed, so if you care to summarize it, that is fine.

Mr. GIULII. That is fine.

STATEMENT OF OSWALD J. GIULII, ASSISTANT TO ASSOCIATE SUPERINTENDENT FOR SCHOOL SERVICES, BOARD OF EDUCATION, PHILADELPHIA, PA.

Mr. GIULII. The impact on many schools, the problem of juvenile delinquency despite so many sporadic attempts at various levels of government to solve it, is still a cancer—and a cancer that is growing at that—which adversely affects many facets of life today, certainly not the least of which is education.

In Philadelphia, gang activity has increased alarmingly in the last 12 years. In 1963 the police department recorded but four gang-related deaths and some 23 serious injuries. The number of gang murders rose to 12 in 1967, to 30 in 1968, and to 43 in 1969. A gruesome level that has been maintained since that time, with 43 young people cut down last year, and with more than 250 seriously injured.

Senator BAYH. There were 43 killed?

Mr. GIULII. Yes, 43. That is the question we always ask ourselves in Philadelphia. Why 43? That is an awful lot of young people.

The impact of these problems of gang activity is felt in many ways, especially in the secondary schools. One, a climate of fear and anxiety is created reducing attendance and learning throughout the school. The mental health of students who want to continue in school, while avoiding gangs, is affected too. The rates of absenteeism and truancy are high; the attendance rate in 11 of our 26 high schools ranges between 61 percent and 74 percent on an average day. Approximately 15,000 of our 60,000 high school pupils are absent from school, mainly because of gang activity.

Serious incidents involving those who do not attend school rise alarmingly each year—even faster than the national increases in the overall rate of crime. For instance, in the Philadelphia public schools during 1974, 278 students were assaulted, up 36 percent from the year before; 176 teachers were assaulted, up 81 percent; and 49 students and 68 teachers were reported robbed, up 53 percent and 42 percent respectively. And I think most educators agree that the 49 students who reported robberies and assaults represent only the tip of the iceberg.

Perhaps one bright note is that weapons offenses in the schools dropped somewhat last year from 75 to 65, a decrease of 13 percent, thanks to our extra efforts to ferret out weapons and keep them out of the schools.

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[1] See p. 129.

Senator BAYH. Perhaps, also, because of the economic decline during which students have not had as much money to buy weapons.

Mr. GIULII. That is possible.

Senator BAYH. I appreciate that you are making an extra effort and hope that your effort is the real reason.

Mr. GIULII. I will take it anyway.

No. 3, destruction of school property, much of it gang related, is widespread. There were 704 break-ins at our 285 schools last year, costing us more than $3 million. The supply of candidates for positions in the schools in areas of gang activity sharply reduced due to the fear of personal attack or car damage.

Students afterschool activities are curtailed, denying to many students the opportunity for participation in worthwhile programs Out-of-school youth, absent partly due to fear of gangs, tend to become involved in other antisocial behavior.

No. 7, periodically the learning atmosphere of a school is disrupted or destroyed because of gang activity in the community served by that school. Fears and tensions are carried into the school after a day of disruption in the community. The schools, however. are not standing idly by allowing this to happen. There are countless numbers of teachers, counselors, and administrators who are fighting the tide trying to provide the necessary social, moral, and educational guidance that would help to redirect the lives of real and potential gang members.

The school districts PASA plan, evolved by the Philadelphia Association for School Administrators, and adopted by the board of education. to provide a uniform approach to dealing with gangs in the school system—I have a copy of that. and I will leave that.

Senator BAYH. We will put that in the record.[1]

Mr. GIULII. The PASA plan invites a better coordination of existing school activities in the field, the establishment of crisis teams to respond to gang emergencies, and the training of teachers and counselors to better deal with the causes and problems of urban life.

There are also programs run by such private agencies as Safe Streets Incorporated, the Philadelphia Crime Prevention Association, House of UMOJA, the Philadelphia Committee for Services to Youth. boys clubs, community houses, and scores of others. The Philadelphia public schools themselves have, for years, developed many deterrents to gang activity.

DETERRENTS TO GANG ACTIVITY

They include: No. 1, a successful systemwide emphasis on the teaching of basic skills which has provided gains in reading and mathematics, especially at the elementary and junor high school levels. There is a high correlation as we know, between failure in school and juvenile delinquency. Cause and effect here are intertwined.

No. 2, career education and preparation for employment has become a major priority in the Philadelphia school system.

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[1] See Appendix, p. 341.

No. 3, more than 100 alternative programs—most of them at the secondary level—are offered to meet these special needs of some 10,000 youth, many of them alienated and disinterested.

And, if I may, for a minute, discuss just one of these alternative programs that I have not heard today; one that we are extremely happy about and proud of in Philadelphia, called the academy program. It really is a combination of the youth accomplishment model in the senior high schools. We do this with the help of the business community.

The business community comes in and says, we would like to have an automotive shop in this school. Can we pull it off? They help us with some of the funds, they give us the expertise on setting up the program, and they also set up a shop which is profitmaking. The kids who are in that shop get paid when they attend, and are not paid when they do not attend—as if they were in industry. They make a product which brings profits for the shop and the school, and if a student needs help in reading, for instance, he leaves the shop and goes to a reading teacher.

If he cannot write the list of the tools that he needs for that day, he goes to the English teacher to work on that, and then he comes back to the shop.

No. 4, counseling services in the schools work closely with the special health and welfare agencies—both public and private. No. 5, 75 schools are made available to the city department of recreation for cooperative afternoon and evening programs. And I can list several others.

Here is a startling note—youth development correctional and counseling institutions in the Philadelphia area spend anywhere from $12,000 to $46,000 per pupil per year in housing delinquent children. When I saw that figure, I blinked twice, and did some more research on it. It is true. $46,000 for some kids to be housed in delinquent centers.

Juvenile arrests in Philadelphia have risen 87 percent since 1960 despite a 10-percent increase in the juvenile population. Let me give you some of what I think might be the answer.

NEED CONCENTRATED, COORDINATED APPROACH

There is a crying need for better coordination on Federal, State, and local levels. Philadelphia itself represents a classic example of many concerned and dedicated, energetic people all working to solve this problem, but unfortunately, with a minimum of communications, a great deal of duplication, and very little in the way of tangible results.

Many of these programs springing up in Philadelphia rely on Federal money in bits and pieces from a great variety of sources. It is nothing more than a shotgun approach, when what we need, in my opinion, is a concentrated, coordinated approach, with money, energy, and expertise all behind the same goals, objectives, and operational guidelines.

With the shotgun approach in Philadelphia, most of the programs are underfunded, understaffed, and unproductive so far.

Yet, if we were to coordinate all of the funds, administration, and work under one umbrella, we might at long last begin to get someplace. I would propose, therefore, that all Federal funds dealing with juvenile delinquency prevention be consolidated under one agency, and furthermore, that whenever Federal grants are given out, that the grantee must agree beforehand to be a regulated, coordinated portion of the whole picture, or he simply does not get the money.

One classic example of how better Federal coordination of moneys to fight juvenile delinquency might lead to better results is reflected in Philadelphia in the current futility generated by redtape, which restricts the use of Department of Welfare funds for the city's Youth Conservation Services Gang Control program. Because of both Federal and State 90-10 restrictions, at least 90 percent of all youth serviced must be recipients of Aid to Dependent Children, while only 10 percent may come from families with a higher income level.

Thus, the delivery of these vital services to a youngster in need is predicated on whether or not he can find his way through the intake process of some welfare-supported agency. This, I submit, is just plain wrong. Certainly gang activities respect no such bureaucratic boundaries.

However, if there were enough coordination somewhere to combine both the welfare funds and funds from the Law Enforcement Assistance Administration, it would be possible to accept all youngsters in treatment centers, and all referrals by a service agency.

Another tremendous benefit of the coordination of such services to youth would be the tailoring of these services by each individual agency to fit into a master plan, which we are beginning to do in Philadelphia at a local level. Duplicated services would be reduced and needed services would be increased.

For instance, in an overall federally funded and monitored master plan, an agency like Safe Streets in Philadelphia might cease street work with gangs, handing that function over to the crisis intervention network, and adopting, instead, a program built around in-house services and team sports.

The time is over, I believe, to combat juvenile delinquency with a helter-skelter, little bit here and little bit there approach. Also, it is also long past the point where the Federal Government can continue to relegate the operational needs of the schools to the status of a stepchild in the family of Federal funding priorities. That is not to say that Federal funds have not been given generously for special categorical purposes like compensatory education in the Nation's inner-city schools. They have, and we are extremely grateful.

Yet, the Nation's big city schools, faced with urban necessities, the failing of such social service areas as gangs, health problems and nutrition—these problems and many others are, to put it bluntly, going broke.

SOCIAL PROGRAMS SUFFER FROM BUDGET CUTS

As we sit here today, ladies and gentlemen, the larger school systems in this Nation—the school systems with the biggest social problems like gangs—face budget deficits for the 1975 school year, anywhere from $20 million to $100 million. In Philadelphia we are going to be short at least $70 million. And in the weary, frustrating, debilitating process of cutting back on the operating budget, the first things to go are the so-called fringe programs like alternative programs and career education and security and counseling. In short, all the programs that we need and we find most effective in the fight against juvenile delinquency. Promising programs are lost; instability and pessimism prevail; vast amounts of time, talent and energy that could be devoted to solving such problems as those presented by juvenile delinquecy are misdirected instead toward binding the fiscal wounds and trying simply to hold basic education together.

Thus, the kind of vision we need for coming to grips with juvenile delinquency is all too often obscured by the cloud of bankruptcy that hangs all too low over the Nation's big city schools today. And it is a shame. The machinery has finally begun to emerge in alternative programs, in Philadelphia for instance, where students are given the freedom and the flexibility to study and learn in different innovative ways, attendance is up measurably, and discipline problems are almost nonexistent. Yet, these schools are new and different, and, as such, they are almost always branded as frills by the taxpayers.

Some of the same results are obtained through our vocational technical high schools where attendance is 10 percent higher than in regular schools, and discipline problems are far less because students are given something concrete—a salable skill on which to build their future careers. So I submit that we must not only move career education up the ladder of fiscal priorities, but we must also help the Nation's businesses through direct subsidies, fund on-the-job training for our Nation's youth. Work-studies are invaluable programs in giving students something tangible, something hopeful, to tackle in the Nation's inner cities.

With that, I think I would stop. And thank you, Senator, for the opportunity of having me be here with you today.

PREPARED STATEMENT OF OSWALD J. GIULII

TESTIMONY ON GANGS

Senator Bayh, ladies and gentlemen:

Unfortunately, I am here today to speak about a very critical problem in American Education today; a problem about which so much has been spoken, yet a problem about which so little has been done. Or perhaps I should say a problem about which so little has been done in a coordinated, concentrated, and meaningful manner. And I come to you with no magic formula for solving this terrible problem that afflicts society today, particularly in the inner city, where its impact is so strongly felt by school systems that already have monumental problems over and above those brought through the schoolhouse doors by juvenile delinquency and gangs.

It is, in fact, a problem that schools have been dealing with for many years now, with no more success than the courts, the police departments, State and Federal legislative bodies, and private agencies.

The problem of juvenile delinquency, despite so very many sporadic attempts at various levels of Government to solve it, is still a cancer, and a growing cancer at that, which adversely affects many facets of life today, certainly not the least of which is education.

In Philadelphia, gang activity has increased alarmingly in the past 12 years. In 1963, the police department recorded but four gang-related deaths and some 23 serious injuries. The number of gang murders rose to 12 in 1967, to 30 in 1968, and to 43 in 1969, a gruesome level that has been maintained since that time, with 43 young people cut down last year, and with more than 250 seriously injured.

I am not, by any means, an expert in the field of criminal justice or law enforcement, so I can't tell you why this phenomenon has happened over the past decade or so, but as a professional educator with more than 10 years of administrative service in the Philadelphia public schools, I can tell you that gangs and juvenile delinquency have a dramatic impact on education in the city.

The impact on many schools, mainly secondary, of gang activity is felt in the following ways:

One: A climate of fear and anxiety is created, reducing attendance and learning throughout the school. The mental health of students who want to continue in school while avoiding gangs is affected, too. The rates of absenteeism and truancy are high. The attendance rate in 11 of our 26 high schools ranges between 61 percent and 74 percent. On an average day approximately 15,000 of our 60,000 high school pupils are absent from school, many because of gang activity.

Two: Serious incidents involving those who do attend school rise alarmingly each year, even faster than the national increases in the overall rate of crime. For instance, in the Philadelphia public schools during 1974, 278 students were assaulted, up 36 percent from the year before; 176 teachers were assaulted, up 81 percent; 49 students and 68 teachers were reported robbed, up 53 and 42 percent, respectively—and I think most educators agree that the 49 students who reported the robberies and assaults represent only the tip of the iceberg. In perhaps one bright note, weapons offenses in the schools dropped somewhat last year, from 75 to 65, a decrease of 13 percent, thanks to our extra efforts to ferret out weapons and keep them out of the schools.

Three: Destruction of school property, much of it gang related, is widespread. There were 704 breakins at our 285 schools last year, costing us more than $3 million in destroyed and stolen property.

Four: The supply of candidates for positions in schools in areas of gang activity is sharply reduced, due to fear of personal attack or car damage.

Five: Student after school activities are curtailed, denying to many students the opportunity for participation in worthwhile programs.

Six: Out-of-school youth, absent partly due to fear of gangs, tend to become involved in wider forms of antisocial behavior.

Seven: Periodically the learning atmosphere of a school is disrupted or destroyed because of gang activity in the community served by the school. Fears and tensions are carried into the schools for days after a disruption in the community.

The schools are not standing idly by, allowing all of this to happen. There are countless numbers of teachers, counselors and administrators who are fighting the tide, trying to provide the necessary social, moral and educational guidance that will help to redirect the lives of real and potential gang members.

As a matter of fact, there are all kinds of efforts, either planned or underway right now in Philadelphia, directed at deterring the rising tide of gang activity. They include:

The city of Philadelphia's Crisis Intervention Network, designed to send five [illegible] teams into communities threatened by gang violence and intervene by establishing regional youth councils, and parent groups, and by referring youth to job and counseling service agencies.

The State Department of Welfare's Youth Conservation Services, providing 40 youth workers for counseling in health, education, and employment in areas of gang activity.

The Philadelphia Urban Coalition's joint task force Umbrella plan to bring together executives and administrators from city, State, and private agencies already involved in juvenile delinquency prevention.

It's object would be better communications among the many plans already in existence, and a crackdown on juvenile offenders and potential troublemakers.

City council's youth services commission, also formed to coordinate existing programs and to provide a model plan for youth services.

The Philadelphia Juvenile Court Counseling and Referral Service, to provide, as its name implies, counseling and referral services to troubled youth who come through the courts.

The School District of Philadelphia's PASA plan, evolved by the Philadelphia Association of School Administrators and adopted by the Board of Education to provide a uniform approach to dealing with gangs in the school system. It involves better coordination of existing school district activities in the field, the establishment of crisis teams to respond to gang emergencies, and the training of teachers and counselors to better deal with the causes and problems of urban gang life.

There are also programs run by such private agencies as Safe Streets, Inc., the Philadelphia Crime Prevention Association, The House of UMOJA, the Philadelphia Committee for Services to Youth, boys clubs, churches, community houses and scores of others.

The Philadelphia public schools themselves have for years developed many deterrents to gang activity. They include:

One: A successful systemwide emphasis on the teaching of basic skills has provided gains in reading and math. There is a high correlation, as we know, between failure in school and juvenile delinquency. Cause and effect are intertwined.

Two: Career education and preparation for employment has become a major priority of the school system.

Three: More than 100 alternative programs, most of them on the secondary level, are offered to meet the special needs of some 10,000 youth, many of them alienated and disinterested; some actually or potentially disruptive, and others not responding to the traditional educational structure and programs.

Four: Counseling service in the schools works closely with the social, health and welfare agencies, public and private, that serve the public and his family.

Five: 75 schools are made available to the city department of recreation for cooperative afternoon and evening programs of recreation and sports for teenage youth and young adults.

Six: Close liaison is maintained and excellent cooperation is secured from the police department.

Seven: Some schools have been successful in establishing safety corridors for students to travel to and from school.

Eight: The school district maintains a force of security guards and nonteaching assistants that works to prevent and control the effects of gang activity within school buildings.

Yet, with all this effort, very little in the way of identifiable results has been gained. The problem is still a problem and it appears to be getting worse al the time.

I'm informed that national expenditures in the area of juvenile delinquency prevention exceed $5 billion. Pennsylvania alone spends more than $100 million.

Youth development, correctional and counseling institutions in the Philadelphia area spend anywhere from $12,000 to $46,000 per pupil, per year, in housing delinquent children.

Juvenile arrests in Philadelphia have risen 87 percent since 1960, despite a 10 percent decrease in the juvenile population. Forty-three youths were killed last year, more than 250 seriously injured, and some 6,000 young people await adjudication of charges that would be felonies if they were adults.

It is not a pretty picture.

So we all continue to ask: What can be done?

My answer would be as follows:

One: There is a crying need for better coordination on Federal, State, and local levels. Philadelphia itself presents a classic example of a great many concerned, dedicated, energetic people all working to solve the juvenile delinquency problem, unfortunately with a minimum of communication, a great deal of duplication, and very little in the way of tangible results.

Many of these programs springing up in Philadelphia rely on Federal money, in bits and pieces, from a great variety of sources. It is nothing more than a shotgun approach, when what we need, in my opinion, is a concentrated, coordinated approach with money, energy, and expertise all behind the same goals, objectives, and operational guidelines.

With the shotgun approach in Philadelphia, most of the programs are underfunded, understaffed, overbureaucratized, and, as a result relatively unproductive so far.

Yet, if we were to coordinate all the funds, administration, and work under one umbrella, we might, at long last, begin to get someplace.

I would propose, therefore, that all Federal funds dealing with juvenile delinquency prevention, be consolidated under one agency, and furthermore that whenever Federal grants are given out the grantee must agree beforehand to be one regulated, coordinated portion of the whole picture, or he simply does not get the money.

One classic example of how better Federal coordination of moneys to fight juvenile delinquency might lead to better results is reflected in Philadelphia the current futility generated by redtape which restricts the use of department of welfare funds for the city's youth conservation services gang control program.

Because of both Federal and State 90-10 restrictions, at least 90 percent of all youth served must be recipients of aid to dependent children, while only 10 percent may come from families with a higher income level.

Thus, the delivery of these vital services to a youngster in need is predicated on whether or not he can find his way through the intake process at some welfare supported agency.

This, I would submit, is just plain wrong, certainly gang activities respect no such bureaucratic boundaries.

However, if there were enough coordination somewhere to combine both department of welfare funds and funds from the law enforcement assistance administration, it would be possible to accept all youngsters in treatment centers and all referrals by a service agency.

Another tremendous benefit of the coordination of such services to youth would be the tailoring of these services by each individual agency to fit into a master plan. Duplicated services would be reduced and needed services increased.

For instance, in an over-all, federally funded and monitored master plan, an agency like safe streets in Philadelphia might cease street work with gangs, handing that function over to the crisis intervention network, and adopting instead a program built around in-house services and team sports.

The time is over, I believe, to combat juvenile delinquency with a helter-skelter, little-bit-here and little-bit-there approach. The war as Senator Bayh calls it, simply cannot be won with buckshot. It's time to develop better ammunition.

Two: It is also long past the point when the Federal Government can continue to relegate the operational needs of the Nation's schools to the status of a stepchild in the family of Federal funding priorities.

That is not to say that Federal funds have not been given generously for special, categorical purposes like compensatory education in the Nation's inner-city schools. They have, and we are extremely grateful.

Yet, the Nation's big city schools, faced with urban necessities of dealing with such social service areas as gangs, health problems, nutrition, desegregation, transportation and many others, are, to put it bluntly, going broke.

As we sit here today, ladies and gentlemen, the largest school systems in this Nation—the school systems with the biggest social problem like gangs—face budget deficits for the 1975-76 fiscal year of anywhere from $20 million to $100 million. In Philadelphia, it's $70 million.

And in the weary, frustrating, debilitating process of cutting back on the operating budget, the first things to go are the so-called fringe programs, like alernative programs, and career education, and security, and counseling—in short, all the programs that are the most effective in the fight against juvenile delinquency.

Promising programs are lost. Instability and pessimism prevail. Vast amounts of time, talent, and energy that could be devoted to solving such problems as those presented by juvenile delinquency are misdirected instead toward binding the fiscal wounds and trying simply to hold basic education together.

Thus the kind of vision we need for coming to grips with juvenile delinquency is all too often obscured by the cloud of bankruptcy that hangs all too low over the Nation's big city schools today.

And it's a shame. The machinery has finally begun to emerge. In alternative programs in Philadelphia for instance, where students are given the freedom and the flexibility to study and learn in different, innovative ways, attendance is up immeasurably and discipline problems are almost nonexistent.

Yet, these schools are new and different, and, as such, they are almost always branded as frills by taxpayers and politicians who control the purse strings of urban education.

Some of the same results are obtained through our vocational-technical high schools, where attendance is 10-percent higher than regular high schools and discipline problems are far less because students are given something concrete—a saiable skill—on which to build their future careers.

Yet here again, career education is always talked about as a national priority when educational programs are being put together. But as soon as it comes time for appropriations, career education somehow is always far down the list.

So I submit that we must not only move career education up the ladder of fiscal priorities, but we must also help the Nation's businesses, through direct subsidies, fund on-the-job training for our Nation's youth.

Work-study programs are invaluable in giving students something tangible, something hopeful to tackle in the Nation's inner cities. Here they can get a grasp of the world of business, they can obtain excellent job counseling and a strong injection of hope for the future.

Likewise, child labor laws should at long last be changed to permit youngsters to go to work at an earlier age if they so desire. The age of the sweatshop has long since passed into history. And we have now so many young men and young women of high school age who are willing and eager and able to go out and get a job. Yet, we keep telling them to sit down, to be quiet and go to school because that's where you're supposed to be.

It's no wonder they turn off to education and either drop out of school and join a gang or stay in school and disrupt the educational process. And we help this vicious cycle to sustain itself year after year.

But I have spoken long enough, and I have already transmitted to you my principal recommendations. So I will step down and give way to others with so much more to add.

I only ask in so doing, however, that you take to heart what we are telling you here today, and that you help us to help the many troubled youth who inhabit our cities and their public schools.

Thank you.

Senator BAYH. Thank you, Mr. Giulii.

Dr. Halverson, before you commence, I would like to make a brief announcement for the benefit of those here who may not have heard of this recent development.

I have just been informed that the President has announced that Cambodia has fallen to the Communists. I think this is a matter of great sadness to all of us who have witnessed the suffering that has gone on in Cambodia. And I would hope that the United States would do everything it can, with the other nations who are concerned about human suffering, to alleviate the human suffering that must now be going on in Cambodia as a consequence of this sad fact.

I also hope that that we would resist the temptation to resort to recriminations and trying to point the finger, but rather to examine very carefully exactly how Cambodia got involved in this situation, so that the kinds of mistakes that have been made—with all good intentions—are not repeated. Let us just say to ourselves and to our friends and our foes that what has happened in Cambodia, and what may indeed happen in South Vietnam, in no way lessens our commitment to the cause of freedom elsewhere in the world. Thus, if we analyze exactly what is happening in Southeast Asia, we will be in a stronger position to actually live up to our commitments and fulfill our responsibilities elsewhere.

I regret interjecting that sad note here, but I know that you all have been following what has been going on, and I was just advised—and I must say it does not come without some expectation, but the reality nevertheless is a sad moment.

Dr. Halverson, if you would please continue.

Dr. HALVERSON. Mr. Chairman, members of the committee, may I first express my appreciation on behalf of the Los Angeles City Schools to be given the opportunity to appear before the committee here today. It is a very timely hearing; it is a very important subject. I do not have to say that. And we commend the Chairman, Senator Bayh, for his fine leadership in calling attention to this problem and providing some leadership in identifying, hopefully, some solutions to it.

Senator BAYH. Well, certainly you get the award that goes to the one that travels the most miles in pursuit of our solution here. So, we appreciate your extra effort.

Dr. HALVERSON. Like those who preceded me, I will not read from my prepared comments. The committee has those comments.

Senator BAYH. We will put them in the record.[1]

STATEMENT OF DR. JERRY F. HALVERSON, ASSOCIATE SUPERINTENDENT, LOS ANGELES UNIFIED SCHOOL DISTRICT, LOS ANGELES, CALIF.

Dr. HALVERSON. What I would like to do is to insert maybe three points and illustrate those three points by summaries.

The first point I would like to make is that, as has been stated before, the problem of vandalism and violence on the campus is reaching a point where it truly threatens the viability of our educational program. And by that, I mean two things: (1) It destroys the learning environment; and (2) it cripples the morale of students and staff.

By destroying the learning environment, I mean this: Youngsters are literally robbed on the way to school; they are extorted. There was a comment about lunch money and whether youngsters should bring it or not. In Los Angeles, parents give their youngsters money so that they will not be beaten as a result of not having the money when they are stopped on the way to school. So, it is not a question of whether they should have the money or not. Parents actually give the money to the youngsters so that when they are stopped and there is an extortion, they can payoff so they are not beaten up.

Education goes on behind locked doors. The classrooms are locked. The gates around the schools are locked. And that is not because of youngsters in the schools, I might say parenthetically. It is mainly because of intruders from off campus.

The Senator asked the gentleman from New York about that and he said 25 percent—ours is more than half; more than half of the violence that takes place is a result of persons from off campus seeing the school as essentially a defenseless target. The property is there; it is defenseless. The teachers are there; they are defenseless. And so are the youngsters. So we have people who commit all the crimes that are in the statute books within our campuses.

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[1] See p. 146.

So, as I say, it is devastating to staff morale.

Another problem we have is burglaries and vandalism. This is destructive to morale. It also destroys the learning environment. And the teachers' instructional material, which, in many instances he or she has developed over the years with classes, is wiped out in a single evening of violence. A youngster or someone else will throw a firebomb through a bungalow window and burn the bungalow down. That elementary school teacher's instructional materials are lost. The equipment is lost. The equipment is stolen. We had, last year, in excess of 4,000 burglaries. Those are real burglaries where people come in and steal property for the purpose of making a profit.

DESTRUCTION OF STUDENT MORALE

We have senseless vandalism that takes place that is destructive of youngsters' morale. Just before I was invited to appear here today, we had—an example that comes to mind—we had approximately $50,000 in damage done to a television studio that we have in one of our schools that services that school and a number of other schools. And the youngsters take great pride in that equipment and the programs that they developed through the utilization of that equipment. And it was destroyed, and we do not have the money to replace it. That kind of thing is truly destructive of morale.

Senator BAYH. Let me follow through on that, if I might interrupt here, because this is one of the things that is difficult to fathom. There is no excuse for taking a child's lunch money. There is no excuse for burglary and taking a typewriter. But the motivation for that is at least easier to understand than the outright vandalism and destruction of a high school television studio. What kind of individuals were involved? Were those members of the student body? Were those outsiders? Is it possible to determine what in the world is in a young person's mind that would motivate him or her to desecrate a schoolroom?

Dr. HALVERSON. We apprehended three of the individuals, Senator, that were involved in the destruction of that equipment. I can only generalize a response. They were alienated youngsters. They have no commitment to the school or to society. They are slightly above school age. They come from a home that is transient. It is a single-parent family in two of the three instances. It is a poverty situation. I could guess, I suppose, many reasons, but largely, I would say, it is done without full knowledge of what they are doing. It is the striking out, perhaps, against institutions and society that they feel they are not a part of.

Senator BAYH. I do not want you to lose your place in your testimony, but I would like to ask you and the other two gentlemen about an earlier statement of Chancellor Anker. He suggested that in the New York setting, in most instances, there was sort of a recognition on the part of the gangs that the school was neutral turf. There probably are some exceptions; but that was the general thrust of his testimony. Is this kind of wanton vandalism the act of an individual, or groups that are unrelated to gang activities? And do we have evidence in your three cities of gangs that say, OK, the school is an institution of the establishment: let us strike out and show the establishment that we have no respect for it?

GANG BURGLARIES FOR PROFIT

Dr. Halverson. Well, speaking for Los Angeles, much of our burglaries are burglaries for profit and are committed by gangs. They steal the equipment at various times and sell it. Much of our vandalism that is of the senseless variety is not gang related. It is committed by the kind of youngster that I attempted to describe. But in Los Angeles, the school is not neutral turf.

We gave the committee a couple of examples of homicides that have taken place on school campuses. There are many, many hundreds of cuttings, shootings, and beatings that take place on the campus that are strictly gang related. And I could recount figures with respect to similar instances that are around the periphery of the campus, not strictly on the campus itself.

Senator Bayh. You mentioned the Locke High incident in your testimony; the 18-year-old student who was running on the athletic field and was shot and killed by an assailant who turned out to be a gang member.

Dr. Halverson. That is correct.

Senator Bayh. According to your testimony, the assailant was apprehended and detained for 30 days prior to his trial; convicted of first degree murder and assigned to the Youth Authority, where he stayed from February until July. He was sent to another camp, released in the middle of August after approximately 6 months' incarceration. Six months of incarceration for first degree murder, a gang killing, is hardly the kind of response which would lessen the chance of that kind of thing happening again, is it?

Dr. Halverson. That is right, Senator.

In fact, that same boy, shortly after his release, was himself shot to death as a result of gang activity.

Senator Bayh. Could you other two gentlemen address this?

Mr. Byrd. Speaking from my experience in Chicago schools, I would agree with Mr. Anker that generally there is little or less conflict between and among gangs in the school setting. Occasionally, however, when some difficulty arises between opposing gangs outside the setting, in the evening or on the weekends, then that conflict explodes at the school setting.

I recall, as a former high school principal in the city of Chicago, serving a pretty broad geographic area in which there were several gangs who had to come to school there, generally the understanding was that while at school, since they had to be there, they would coexist and do that peacefully. However, on some occasions there were disruptions.

Now, in terms of the burglaries—coming back to the school facility after school hours, getting food or getting equipment for sale, then the gangs might participate. And of course the school setting would not be sacred any more; it would be an area that could be plundered. So generally, this was the case. But there are instances where this does not apply.

Senator BAYH. But acts of outright vandalism—are they usually separate from gang activity?

Mr. BYRD. I think so, in terms of warring and fighting with each other over some grievance they might have.

Senator BAYH. Mr. Giulii.

Mr. GIULII. I agree with Chancellor Anker as far as Philadelphia is concerned. We do not have bad gang problems in the schools. But I think one of the reasons for that is that we tend not to glorify the gangs within the school. In other words, you are not a gang member in my school; you are a member of my school, and I do not want to hear anything about anything at all that is related with the gangs.

Some kid will come in—of course, our principals take all the information down if they are relating problems to the community; they will take the information down, but we will not let the youngster think we are glorifying him because he happens to be a runner or a person in that gang organization. That is one of the ways that we keep it out.

Probably a more important way is that the gangs get together, as Mr. Byrd says, and say, this is neutral turf.

The burglaries—we have a number of those—and most of those, we find, are for benefit. Where they can come in and take a typewriter and sell it and use the money in any number of ways—not uncommonly, for drugs. And I agree, at night these things probably are not related to gangs specifically. Most of the time, the instances where we find vandals—they come in with a grievance against the school, and that is the only way they know how to attack the problem.

Senator BAYH. Please continue.

Dr. HALVERSON. Thank you, Senator.

My first point, then, was that we have really reached the point, or are about to reach the point, where the viability of the educational program in many of our schools is seriously threatened.

The second point that I wanted to make was that all of this costs the youngsters in material ways.

VANDALISM COSTS TAKEN FROM EDUCATIONAL PROGRAMS

I heard a lot of figures stated this morning, but this year we will spend in excess of $7 million dealing with vandalism and other crimes on campus. And that is a lot of money, and every penny of that $7 million or more comes from instructional programs. It is moneys that are diverted from instructional programs; money, for instance, that is not available in education, and that is a tragedy when we are short of money. As was stated here just a moment ago, that the large cities are underfunded is true. Los Angeles has a deficit of $41.4 million this year. In other words, to carry the same programs into the 1975–76, that we have in this current year, we need $41.4 million more. We do not have it, and so when we lose $7 million as a result of crime on campus, it is extremely important.

The third point that I wanted to make was that the intrusion of gang-related activities and the spilling over of crime in the streets onto the campus is threatening the stability of our school staff. It makes it very difficult, if not impossible, for us to maintain an integrated school program. And it puts at least a portion of the community in kind of a psychological shock.

We have what we call school-community advisory councils at each one of our schools, and we have at least half of that council made up of parents, and it is also made up of community people and school people. And those councils in many instances are, as I say, in psychological shock as a result of the crime that takes place.

We are concerned as to how that will probably shortly affect our ability to maintain the schools. We know, for example, that right now we cannot obtain new teachers to go to some of our inner-city schools. They will not go in there. As a result, we have 30 or 40 percent of our staff made up of substitute employees, and the substitutes go in for a limited period of time. They go in and go out. As soon as the teachers have an opportunity, they transfer out of those schools because of the violence. We have had to institute all sorts of programs to try to make service there more attractive. We even have assault and battery leave, as an example. It is over and above workman's compensation and illness leave. We have a special leave.

Senator **Bayh**. Assault and battery leave?

Dr. **Halverson**. Yes, sir.

Senator **Bayh**. In our school systems?

Dr. **Halverson**. Yes, sir.

Senator **Bayh**. I understand that between 10 and 15 percent of your absences of members of the faculty and teachers are the result of assault and battery in the school system.

Dr. **Halverson**. That is correct, sir. That is, of last year; it has increased this year.

Senator **Bayh**. It seems to me, in those schools where you need the best teachers, the most sensitive teachers and the most dedicated teachers, it has almost come to the point where you have to have combat pay incentive to get them to stay there.

REGULAR TEACHER ASSIGNMENTS TO SCHOOLS

Dr. **Halverson**. Fortunately, the majority of our teachers are dedicated and they do stay. But in those schools we need to have a staff that is made up of at least 90 percent regular teachers. They have to be the same staff day in and day out. We have 30 or 40 percent made up of substitute personnel moving in and out. It is extremely difficult for youngsters and for the balance of the staff to maintain a viable program.

Senator **Bayh**. Is the 30 and 40 percent similar in Philadelphia and Chicago?

Mr. **Byrd**. Well, with a slight variation. The problem of regular teachers accepting assignments in certain schools is a problem with us. Where that assignment is waived, that person is replaced not with another regular teacher often, but by a long-term substitute teacher who is the person who is going to be there every day over a long period of time, until a regular teacher is assigned. Now, this is to be distinguished from the day-to-day kind of substitute who will come in when the regular teacher is absent, or even this long-term substitute.

But the problem of the regular certified teacher that would help spread the expertise and the training throughout the system equitably is a problem in making assignments to certain schools that have reputations—sometimes unwarranted—of having special problems, but often where there is a real problem.

Mr. GIULII. We have about the same problem. We cannot get the type of teachers that we want in certain schools. But what does happen is that we are just beginning to see now a long list of people coming to us for a short list of positions, so we are going to get more selective this year and, I am sure, next year.

Dr. HALVERSON. That is true; I would also support that.

The committee has more extensive statistics, but once again, these are not as extensive as some that have preceded me. I do not mean to dramatize the situation, but just to illustrate the situation—looking at batteries. These are batteries that are reported as crimes, not where a teacher has been knocked down or someone has had a bloody nose or something of that nature. These are serious batteries. In 1973–74, we had 359—this is against our staff, not students. In the first semester of this year, we had 312. So that we are almost, in one semester, equal to the number that were committed last year. All assaults and batteries against all our staff, the administrators, the teaching staff.

Senator BAYH. Has the number of assaults and batteries against students also increased?

VIOLENCE AND VANDALISM NEARLY DOUBLED

Dr. HALVERSON. Yes, it has. I do not have the figure in front of me, but it has gone up substantially.

With respect to all staff lumped together on the school campus, in 1972–73 it was 558; in 1973–74, it was 893; and we are approaching the 800 figure right now in this current school year. And again, I want to emphasize, these are crimes that are reported and investigated by the police. This is not just where somebody shoved a teacher down or punched him in the nose or something like that.

With respect to vandalism, excluding arson, to give you an example of the trend: in 1972–73, the cost was $900,000 for vandalism, excluding arson: in 1973–74, it was double; it was $1.8 million. This year, in the first semester, it is approximately $1.5 million; so it approaches in one semester what it took the whole of last year to reach. And that does not include arson.

With respect to glass breakage last year, it was $643,000. In the first semester of this year, it was $542,000. So again, the rate is rapidly increasing.

Arson over $2,000—we excluded all the items where the property was damaged at a value of less than $2,000.

Senator **Bayh**. What is the reason for the dramatic increase? Have you had a chance to assess that?

Dr. **Halverson**. Well, we have more families that are in transit; more youngsters that are moving from place to place. Unemployment is higher, particularly among minority families. There has been, I think—this is my opinion—but I think there has been expressed in the last couple of years, locally in Los Angeles and perhaps nationally, less concern about conforming to standards and the values of our institutions. And I know in talking with many of the young people that have been arrested, and during the counseling process after they have been arrested and convicted and perhaps sentenced, but later returned to school, their view is, well, why not? What good does it serve. They have no particular commitment to the institutions. They do not seem to value what society has to offer. And so, if they have an opportunity to engage in some activity which to them is thrilling or dramatic, they engage in it. And there is very little remorse.

CAUSES FOR INCREASED VANDALISM

Senator **Bayh**. Well, realizing that there are all kinds of exceptions, what you are saying, as a generalization, is that as the numbers of transient students that do not have personal roots or family roots in a community increase; as the numbers of students that come from underprivileged—whether wealthy or not—families increase; as the numbers of students that come from families that do not have a strong family structure increase; coupled with a general alienated background that goes with poverty and often discrimination, then school vandalism is going to increase.

Dr. **Halverson**. Yes, sir, that is correct.

You see, the youngsters, with respect to gang activity, they will tell you when you talk with them—they will not tell you in so many words, but when you talk with them, they are looking for something in the gang that they do not find in their homes or in the institutions that normally you would think would supplement the home in attempting to provide values to people.

Senator **Bayh**. This is not the ideal role for the school. One of the temptations, I think, this committee and the Congress needs to avoid is to assume that we can really provide the missing link.

I think we can help local communities come closer to solving the problems, but we certainly cannot provide parental guidance, parental discipline, or the kind of family structure that raises children that do not resort to vandalism, violence, and truancy. But is it fair to say, that—inasmuch as those ingredients unfortunately do not exist in some families in Los Angeles, Philadelphia, Chicago, and New York, and every other hometown in America—a good school system can go a long way to provide the kind of activity and the kind of fulfillment that keeps a child or a youth from having to resort to gang activity to get their kicks.

That is a burden that I wish did not rest on the school community, but is it a role that the school community can play?

COMMUNITY COORDINATED WITH SCHOOL

Dr. **Halverson**. I think it definitely can, Senator, if the schools are provided some assistance so that teachers can teach, the youngsters can learn, the school administration can administer the school, and the community can participate in the school. The problem is trying to keep the finger in the dike so that we can maintain those activities.

I think the testimony you have heard, and surely the testimony from Los Angeles, would point out the fact that the schools are in difficulty trying to do that. Many of the schools, and I know the gentlemen here in their schools, the districts provide what Los Angeles would call a lighted school, and we run a school from early morning until midnight, and we involve the community, and we have adult education going on; we have recreation going on, we have a variety of activities taking place on that school campus, so that the community tends to feel that the school is there to help them, which it is, of course, and youngsters feel better about the school.

But, we have got to have some assistance in providing the protection for the youngsters and for the staffs and for the school property.

Senator **Bayh**. What are the results when you have a school where the community is involved in an extracurricular manner and extra attention is given, what are the results as far as vandalism and violence in the school, outside of the school and in the community?

Could you respond to that question, Dr. Halverson, and I think Mr. Byrd wants to also respond. What are the results of using the school in the manner which would not be by the textbook definition part of the educational process?

Dr. **Halverson**. They are very positive, Senator, but to go on with it, there has to be these protective devices. For example, for whatever reason, we have the burglaries and vandalism that takes place during off-hours. We have in Los Angeles an intrusion alarm system that is a sound-actuated system that automatically dials the telephone, goes to the central security office, and we dispatch a car and the car can be at the schol within 5 minutes of the time the intrusion was discovered in the alarm system.

Senator **Bayh**. In all schools?

Dr. **Halverson**. No, we cannot afford it, but we have them in the schools where, in the past, we have suffered most from burglaries and vandalism. Even in the lighted schools, we have to have that kind of thing and, if we do not have it, the schools are hit during the evening. When the youngsters and adults come back the following morning—notwithstanding community interest or involvement, the interest of the youngsters in the schools and in the lighted schools—when they come back and find that their buildings were burned out.

What is going on right now, as an example, people go into the chemistry labs or other laboratories, and they will put a lighted candle on the floor, and they will turn on the gas jets and when the gas reaches that candle, it blows out the whole room, the whole room is destroyed. And, this kind of thing takes place unless there is some means, some way of stopping that kind of thing, or at least reducing it.

No matter what you do to encourage the support of a community and involve the youngsters and gain their interest and motivation, enough of that kind of thing sooner or later—and we have experienced it, we have gone through this—sooner or later it destroys your program.

Senator BAYH. I understand. Mr. Byrd, did you have something you wanted to say in response to that previous question about using the school?

SCHOOL PROGRAMS AS SUBSTITUTES TO GANG INVOLVEMENT

Mr. BYRD. Yes. In the previous question you are indicating that it is an additional burden to the schools. But if the schools are able to devise worthwhile programs and so on, can they not be a sufficiently strong force to prevent youngsters who affiliate with gangs from going in that direction? In other words, to serve as a substitute for that.

I think the schools can do a job in this area and, indeed, they do try to do that and are successful. But when you first raised the question it struck me that, in one sense as we look at it, it is really telling us something about what is going on elsewhere, and what the life of the students and their families are like in the larger community. Though we may make programs very attractive in schools and we may stop the antisocial behavior, in one sense I do not think the schools will ever be able to provide the kind of cosmetic that will not on occasions have very dramatically indicated that something is wrong out in the real world—insofar as the youngsters that come to that school view it, and there will be disruptions there.

And I think, sometimes, when they are there, it is not an indication that worthwhile programs on the part of the schools are not tried. I think increasingly it has been alluded to earlier here that the schools must not work in isolation, but there must be a constant search to find a way to follow up what they are providing in the schools and in what I would call the real world setting. There must be more work-study programs. There must be more opportunities for youngsters to get out into industry, and there they learn dramatically.

We started an industrial skills center, and we worked with industry in order to initiate it, and when we found that certain industries came in and said, we will devise an arrangement whereby these youngsters will turn out a product for pay, they learn that skill very quickly, although there had been limited vocational training in the other programs of this kind in their past. They did learn the activity, and school took on a different meaning.

I think the youngsters got to see increasingly that school is not just a theoretical arena where many of them have doubts as to what is going on there; that it is really going to pay off in this real world so we can make a connection between the two and that is what we must search to do.

Senator Bayh. And then use relevancy to reinforce the whole educational process. I dislike interrupting you. But before we get away from my question about gang involvement, how can we get a better understanding of what kinds of individuals are involved and why those individuals participate in this kind of activity? Is there a way of defining where peer pressure fits in; and what can we do to alleviate the peer pressure?

GANG ORGANIZATIONAL ACTIVITIES

Mr. Byrd. Well, I, for one, would say we know it exists. I saw a letter that a youngster received from a gang, a very well written letter, indicating that he had been observed and he seemed to be the kind of young man that organization ought to have as one of its members, and they cited several persons who were affiliated and they were popular persons, and I am certain that, for that reason and for other threats that were implied in the invitation to affiliate, it made it quite difficult for that young man to say no.

So the peer pressure is there, the acceptance and so on. If it is fashionable, the youngster who resists has to be strong enough to overcome that blandishment, as well as others.

Senator Bayh. Does anyone else wish to comment?

Mr. Guilh. I would like to quickly add, though, that peer pressure works both ways, and I will give you a startling example. We have a school for delinquents in Philadelphia. That class is being taught by a blind teacher, and when we heard about this, we really climbed the wall. How does that work? I, personally, would have trouble with all the experience I have working in that class. How would a blind teacher operate? And we have watched this process and, beause of peer pressure, this woman is doing a fabulous job. I think if you could think back to a day when you had a headache, or had a bad weekend, and came in Monday morning and you told the kids, to lay off today, I really cannot take the pressure and cannot go full tilt, and all the kids would get together and say, yeah, let us lay off today, or let us just do the work for him. It is not spelled out that way, but at this remedial disciplinary school it is really working. I still do not believe it, but there has to be peer pressure.

Dr. Halverson. Our experience has been that youngsters—I do not know why youngsters join gangs in the first place, or how they are created in the first place, other than the possibility I suggested earlier—are compelled to join gangs out of self-protection. If they do not join a gang, they have no means to protect themselves, and they will tell you that without exception, and I think it is true.

I was just going through some statistics when we entered into the dialog and, as I say, not to dramatize, to illustrate the nature of the involvement, if not the extent of it, I will skip some others, but I want to point out burglaries. You were talking about burglaries in 1972–73, at 3,881 burglaries. Last year, 1973–74, we had 4,185. The impact of that kind of thing was just immeasurable.

I ought to point out that the Los Angeles city schools extend over 711 square miles, and we have 662 schools that are kindergarten through twelfth grade, so you have some idea of the impact of the statistics.

With respect to rape and attempted rape, in 1972–73, we had 53 incidents. In 1973–74 there were 86 incidents. So, you can see a dramatic increase there.

With respect to the utilization of knives and other deadly weapons, in 1972–73 we had 73 incidents, that is, excluding guns. In 1973–74 there were 187, and I have lost the statistic that we have to date, but I know it has been increasing.

We expelled in 1972–73, 25 youngsters for possession of guns on campus. Last year, we expelled 76. Those are youngsters we catch, and we go through a very extensive process.

We heard this morning about due process. We have a very extensive process and not everyone who is caught with a gun is expelled. It is where there is a serious problem. We do not like to put youngsters out on the street. But, I offer those statistics to the committee so you can have some insight into the problem

Just one other statistic: in 1972–73 in the city of Los Angeles alone—and the city of Los Angeles is less than 500 square miles, and I say we are 711 square miles—but just in the city of Los Angeles alone, there were 7,813 convictions of youngsters, whereas in our school system in 1973–74 there were 10,041. That is a 20-percent increase, and that is a startling increase. I will not go further into that.

We talked about some of the causes. I can give you correlations between the problem and, perhaps, some causes. I do not know what the causes are. We have instituted a number of programs which we found to be successful, and we are hopeful that as we progress they will turn out to be solutions. I am not certain that money is the solution to the problem, additional Federal or State money. I am not certain that that is going to solve anything.

FUNDS NEEDED FOR SCHOOL SECURITY

It would, however, help to have some funds to provide some protection. We have spent, so far, $3 million in intrusion alarms. We find that intrusion alarms are, on the average, 90 percent effective in reducing off-hour vandalism and burglaries. I described them briefly, and they are fine pieces of equipment. We need funds to provide those intrusion alarms. It does not make sense to build, equip buildings, and let them be destroyed and not be in a position to provide some protection.

We do need some money to provide training for our security forces. We have the third largest police force in the county of Los Angeles, behind the Los Angeles County Sheriff's Department and the Los Angeles Police Department, and we have to be responsible for that organization. We have 300 agents. They are peace officers. They go through the Los Angeles County Sheriff's Department training and receive the same training that the Sheriff's deputies do. That is only provided because the Sheriff, out of the kindness of his heart, was willing to do that. We have not been able to develop funding to provide training for our people, and we need funds to provide training to deal with juveniles, not the kind of training alone that the Sheriff provides.

We also need funds to provide a variety of hardware items. We need walkie-talkies; we need some personal alarm systems. Now, the Federal Government was kind enough to give us a grant of some $600,000 to experiment with these personal alarm systems and, so far, we found them to be very successful because the would-be rapist or robber, who does invade the classroom, knows now—and it spreads, that information spreads—knows which schools, the six schools, that are equipped with these devices, so it has been effective, perhaps, not from a standpoint of apprehension so much as prevention. Some funding would be helpful in terms of hardware and in terms of training. I think in the long run, it is something besides funding alone.

Finally, I cannot overemphasize the extent of the problem and the truly critical need for indicating the nature of the problem to our communities, and they know and understand that something at least is being attempted, and the committee, I think, should be commended, the chairman of the committee, in particular, for the work that has been done in this area. I do not think enough attention has been focused on the problem.

When you are in a school and you live with it day-by-day and meet with it and meet the youngsters, and they see the problem, but it is seen in isolation and not as a whole, and I am not certain that the taxpayers and all of our leaders, both locally and nationally, have yet come to grasp the nature of the problem and its real impact on trying to maintain an educational program.

Thank you very much.

TESTIMONY OF JERRY F. HALVERSON, ASSOCIATE SUPERINTENDENT
LOS ANGELES UNIFIED SCHOOL DISTRICT
BEFORE THE SENATE SUBCOMMITTEE TO INVESTIGATE JUVENILE DELINQUENCY
APRIL 16, 1975

I am pleased to appear before your committee today representing Dr. William J. Johnston, Superintendent of Schools.

Senator Bayh and Members of the Committee:

The problem of juvenile violence has reached nearly epidemic proportions in the urban centers of many of our large cities. Where we find substandard housing, unemployment, transiciency of population and poverty, the problem exists. In some of our schools, the problems of violence have reached crisis proportions. It must be pointed out parenthetically, however, that most of this violence is created by outsiders--by intruders who are attracted to the school campus for a variety of reasons and who then become involved in conflicts with students and staff.

The challenge to educators, public officials, and citizens is to provide the means for the maintenance of an atmosphere that is conducive to learning . . . that makes our schools safe so that students can learn, teachers can teach, administrators can administer, and parents will know that their children are being protected from harm.

Losses of and damages to property in the Los Angeles City Schools since 1968, because of vandalism, arson, and burglary, have been more than $11 million. We expect that this year's losses from these three areas will be in excess of $3.5 million.

During the current school year alone, the total cost through March of 1975 attributal to the impact of crime and violence in the Los Angeles City Schools will run approximately $7 million*.

*Costs of security personnel, intrusion alarms, arson, burglaries, thefts, compensation to employees for damaged property, etc.

Crimes against students, teachers, and security agents in the 1973-74 school year have increased materially over past years. This school year, 1974-75, from July 1, 1974 to February 28, 1975, we recorded 182 assaults against teachers and administrators, 311 assaults against students, and 49 assaults against security agents. Last year, 1973-74, for the entire school year, a total of 251 assaults were committed against teachers and administrators. Assaults on security agents totaled 108, student on student assaults totaled 517.

As a result of the School District's firm policy that does not tolerate possession of firearms or other deadly weapons on campus, the number of total expulsions of students this year will be the highest in the School District's history.

Captain Cronkhite, Commander of the Juvenile Division of the Los Angeles Police Department, cites the following statistics relative to juvenile crime in our city:

- Last year some 35,000 juveniles were arrested, of which 12,000 were for serious offenses including homicides, robberies, and aggravated assaults.
- Juvenile arrests made up 35% of all arrests in the city of Los Angeles.
- Juvenile arrests for possession of deadly weapons increased 51% in 1972, and an additional 84% in 1973, when over 1,000 juveniles were arrested for possession of deadly weapons.
- In the past 10 years juvenile arrests have increased by 200%.

Reported assaults on our school campuses show the following grim record for the 1973-74 school year:

- 359 assaults were committed against teachers, administrators, and security agents, and 517 assaults on students.

- Last year (1973-74) we expelled a total of 222 students, 76 of which were for the possession of guns, three times more than the prior year.

Total reported criminal incidents involving our students increased from 7,813 in 1972-73 to 10,041 in 1973-74, a rise of over 20%.

Property loss and damage amounted to $1,821,000, an increase of over 100% from the year before.

In terms of income losses--which are being drained from the instructional program--since 1968, vandalism, arson and burglary have amounted to $11,000,000.

- For the 1973-74 school year, the total loss attributable to these crimes exceeded $3,000,000. We expect the loss to equal $3,500,000 this school year.
- The total annual cost of crime, violence, security personnel, and security equipment runs approximately $7,000,000.
- Our Security Section, comprised of 300 peace officers, constitutes the third largest police force in Los Angeles county, right behind Los Angeles Police Department and the Los Angeles County Sheriff's Department.

SECURITY MEASURES

In addition to our 300 person security force, we have instituted the following practices and programs to protect persons and property and to prevent juvenile crime:

- INTRUSION ALARM SYSTEM: $3,000,000 have been spent in the past three years to install intrusion alarms on schools and district facilities. This program is highly successful in diminishing burglary, arson, and vandalism rates. The installation of intrusion alarms on any given site has the capability of reducing vandalism on that site by at least 90%.

  If we had passed our 1974 bond issue, we were prepared to invest an additional $3,000,000 in intrusion alarms.

- **PERSONAL ALARM SYSTEM**: We received a federal grant for over $600,000 to install personal alarm systems, in six of our high schools, located in high crime impact areas. This system is partially operational now and will be completely operational by July 1, 1975.
- **TRUANCY REDUCTION PROGRAM**: Begun last January, this is a joint effort by LAPD and the school district, consisting of our pupil services and attendance officers working cooperatively with LAPD patrol cars. More than 2,000 young people were returned to school since the first six months of the program and several thousand more were interviewed and counseled.
- **NARCOTICS**

  Our most recent experience involved 11 Los Angeles Police undercover agents who enrolled as students at 24 of our high schools for periods of one week to four weeks at each school. As a result of their work, over 200 students were identified as drug pushers--as sellers of narcotics. As you may have heard or read, most all of the arrested students were released almost immediately by the probation department, regrettably. One student was back on campus within two hours of his arrest.

GANG ACTIVITIES

The dramatic resurgence of violent juvenile gang activity in Los Angeles has generated serious concern on the part of the community, law enforcement agencies, and those institutions which are engaged in youth welfare programs. Gang activity, particularly violent gang activity, is not a new phenomenon to Los Angeles, but it has escalated to a degree not previously experienced and some of its contemporary manifestations are much more serious than in the past. Witness the high incidence of shootings on or near school campuses. In the past, gang activity surfaced in a given geographic area, but presently practically the entire city is feeling the effects of this anti-social behavior.

It is inevitable that gang activity would make a significant impact on schools since most gang members are of school age. The school site provides a natural base for operations including recruitment, meetings for planning and information sharing, and criminal acts upon peers. The effects of gangs on the educational process at the secondary school level are not quantitatively measurable, but it is safe to conclude that staff and students are intimidated to an alarming degree by the presence and actions of gang members on and around campuses in some parts of the District.

The evolution of gangs in Los Angeles has paralleled urban growth. However, because of the ethnic make-up of the population, the great numbers of migrants and the large size of the city, gang development in Los Angeles has had certain unique characteristics. Overt juvenile gang activity--with the exception of the motorcycle gangs--is limited primarily to Chicano and Black youths. Although, at the present time, these gangs operate almost across the entire Los Angeles area their histories have differed greatly. In the 1940's solid gang structures existed primarily in the Eastside Mexican-American Communities, and these gangs were especially active during the late 1950's and early 1960's. For the most part, these gangs appeared to be inactive during the last decade. However, during the last few years they have surfaced with resultant outbreaks of gang violence.

In the last few years a few small, well organized and efficient Chinese gangs have appeared in Chinatown. They are believed to be offshots of older and powerful gangs in San Francisco. Their presence is increasingly being felt on school campuses. They are striving for recognition and violence is their method.

Black gang activity was first apparent in the last 1950's but declined in the 1960's. Black gang activity is concentrated in the southern and southeastern portion of the city extending all the way to the harbor area. Black gangs are also known to operate in the Venice and Wilshire districts and in some parts of San Fernando Valley. Some of the gangs now operating in south and southeast Los Angeles have been in existence for many years, but the larger number have formed recently and are believed to be responsible for a number of violent homicides.

There are a number of theories to explain the resurgence of violent gang activity in the 1970's. One generally accepted theory postulates that many ghetto or barrio youngsters who in the 50's or 60's would automatically join a violent gang became members of quasi-political militant groups such as the Black Panthers and Brown Berets. These groups no longer enjoy the status they once did. Some youths have now chosen the street gang as an alternative. This theory does not, however, explain why the violence and crimes committed by the new gangs have been directed primarily against their own ethnic groups.

There are other theories which suggest inadequate school adjustment, limited recreational programs and facilities, lack of job opportunities, low motivational levels, and lack of proper guidance, as factors contributing to the existence of gangs.

With few exceptions the ages of juvenile gang members presently active in Los Angeles range from 11 through 25 years. The Black gangs are for the most part made up of junior and senior high school youngsters. There are indications that elementary age children have formed sub-gangs or some of larger Black gangs. These are found at the elementary and junior high level with the primary gang operating at the senior high school secondary level. Eastside gangs are composed primarily of Chicano youths with a few Anglo juveniles and often a number of young adults.

Police officers knowledgeable about gang youth feel strongly that the crucial period relative to joining a gang is the junior high school age. They are convinced that if youngsters are able to resist the appeal of gangs at this point they may be diverted into more acceptable activities.

A conservative estimate is that gangs are responsible for more than half of the vandalism in our schools. It would be a prudent guess that they are also greatly involved in the theft of school property. There is not very much factual evidence according to our security personnel linking gang individuals with such crimes, but the hearsay evidence is great to support such a theory. There have been instances where a school has received new equipment during the week, which was stolen a few days later.

School personnel have had reports of incidents wherein large numbers of youth have commandeered public buses, and one incident of a chartered school bus where they ordered the driver to take them to a designated location. Gang assaults and other activities have caused schools to cancel or change the date and location of athletic contests and other school sponsored activities because of the possibility of confrontation by or against gang members.

The Black gangs tend to have more school based activity than the Mexican-American gangs whose major operations revolve around their "turf". They are suspected of some minor extortion and narcotic activities in and around secondary schools but not to the same extent as Black gangs.

Approximately 143 gangs have been identified which are currently active or subject to reactivation at anytime, within the geographic area served by the Los Angeles Unified School District.

Anti-social activities engaged in by the group include the following: Party crashing, gang fights, narcotics, thefts, murder, statutory and forceable rape, auto theft, burglary, assaults with a deadly weapon, stabbings, shootings, possession of weapons, purse snatching, extortion, forgery, car-stripping, and hostility toward law enforcement personnel.

See Exhibit No. 1 attached for names of gangs, areas in which they are located and estimated membership.

TYPICAL EXAMPLES OF CAMPUS VIOLENCE

The following are examples of the more extreme or taumatic incidents which have occurred during the past two years. The psychological impact upon the morale, attitudes, and anxieties of students, staff, and community is immeasurable. (Activity Index, Report of Incidents by Type, Firearms Activity, and Knives and Other Weapons Activity for 1972-73 and 1973-74 is attached as Exhibit No. 2)

In spite of the measures employed to maintain confidentiality regarding certain acts of violence, "the word" does get out as is evidenced by expressions of fears for one's physical well being on the part of students, teachers, classified personnel, community aides, parents, and members of the immediate community.

Murder

An eighteen year old student at Locke High School, on January 22, 1974, was shot to death while running on the track of the athletic field. The shots were fired by an assailant in an automobile outside the school grounds. The assailant, a gang member, was apprehended and detained for thirty days prior to his trial, was convicted of first degree murder and sent to the Youth Authority. He remained there from February to July at which time he was sent to another camp. He was released in the middle of August after approximately six months of incarceration. Ironically he was later shot and killed as a result of another gang related altercation shortly after being released.

Murder--Manual Arts High School, December 18, 1974

Members of a notorious youth gang entered the campus and fired two shots at students attending the school, one of whom died as a result of the gunshot wound. One of the assailants had been arrested four times for robbery, three times for burglary, once for grand theft, and for several misdemeanors.

Another of the assailants had a record of seven previous arrests and the third had a record of six previous arrests. All suspects were members of the Harlem Crips Gang.

Rape

- A thirteen year old junior high school student was accosted on her way to school by a 25-30 year old male who threatened her with a machete. She was taken to a freeway underpass and raped. Suspect was not apprehended.
- A 54 year old female custodian was forceably raped in the faculty lounge in the building in which she was working. She was grabbed by the neck and forced to disrobe and subsequently raped.
- A female bus driver employed by the District was accosted in her bus as she was waiting to pick up students. She was forced to indulge in oral copulation and was subsequently raped by the assailant.

Rape--Elementary School Teacher

An elementary school teacher was accosted in the classroom by an assailant who held a knife to her throat and forced her to take her clothes off in front of the students and proceeded to rape the victim in front of the elementary school class.

Rape--Junior High School Teacher

Victim was abducted from her car parked on the school campus prior to the beginning of the school day and was taken to a nearby apartment where she was molested, robbed, and subjected to rape. She was released and returned to school. To this date the assailant has not been apprehended.

Rape--Elementary School Teacher

An elementary school teacher was accosted by an intruder into the bungalow in which she was conducting a class and taken at gun point from the classroom down a corridor to a nearby restroom where she was raped and all of her clothes, rings, and wrist watch were taken.

Rape--Youth Services Director

Victim was locking up the school at 3:30 p.m. when suspect approached and asked to see a teacher. When informed that the teacher had left for the day, he asked to use the restroom. The victim accommodated him by unlocking the men's restroom whereupon she was subjected to lewd sex practices and raped.

Shootings

- In March, 1975, a Cooper High School student was shot after leaving the school bus. An argument had taken place on the bus between the victim and another student while the bus was en route to Cooper High School. Upon leaving the bus, the assailant pulled a weapon from his pocket and shot the victim one time. The victim subsequently died of the gunshot wound.

- Members of a youth gang fired a shot into a classroom which was occupied by students and teacher. Suspects later opened fire on passing vehicles in which alleged members of another gang were riding, hitting one of the youths in the left shoulder. Other rounds were fired hitting the ground in front of victims and the fence behind them.

Shooting--Locke High School

As a result of verbal confrontations between members of two youth gangs, the "Crips" and the "Park Boys", shots were fired. Juveniles in the vicinity were injured by gun fire.

Knivings

- As a result of an altercation between students waiting in adjoining lunch lines in front of the cafeteria, two students received knife wounds inflicted by another student with a 2-1/2" paring knife.

- Two male junior high school student gang members were stabbed as a result of an altercation on the school grounds at Markham Junior High.

- The school custodian at an elementary school, as a consequence of his request to unauthorized persons to leave the campus, was attacked, beaten up, and stabbed in the back five times with an ice pick.

Murder--Kennedy High School Student

William Litten, student at Kennedy High School, died on March 18, 1975, from multiple gunshot wounds received on March 10, 1975. The victim, while working at a gas station, was approached by two males and two females who took money from him, forced him into a vehicle, transported him to a location not far from the gas station, pushed him from the vehicle, and shot him five times. The primary suspect, age 17, was a student at Sylmar High School. The accomplices, a school dropout, age 17, and two girls, age 15, enrolled at Northridge and Sun Valley Junior High Schools.

As stated above, these are examples of traumatic incidents which have been occuring at an accelerating rate within our schools. The impact upon students and staff morale is devastating.

RELATED COSTS

- Annual Security Section Budget	3.5 million
- Federal funds (CETA)	1.5 million
- Loss and damage to property	3.8 million
(increasing at the rate of 5% a year for the past ten years)	
- Installation of intrusion alarms	2. million
- New construction and additional intrusion alarms	1. million

The school district budgets funds to provide reimbursement, up to $300.00, to employees for personal property damaged or stolen during the course of their duties. The amount proposed for this item in next year's budget is $103,279.

10 - 15% of lost time injuries last year were due to assault and/or battery.

The Security Section's March, 1975, report of Crimes of Assault and/or *Battery reveal:*

	Year to Date	Last Year
Student vs. Faculty* - no weapon	98	58
Student vs. Faculty - no firearm	3	3
Student vs. Faculty - knife	16	6
Student vs. Faculty - Other	52	52
Student vs. Peace Officer - any means	94	69

*Faculty means both classified and certificated

CONCLUSION

The fear of violence, both physical and psychological, is reflected in students' inability to concentrate on classroom activities due to apprehension and anxieties regarding incidents which have and may take place in the halls, on the campus, and to and from school.

Teachers must work behind locked classroom doors for fear of intruders. They are intimidated by students in and out of the classroom. They risk molestation in buildings and in going to and from the parking lot. These constraints make it extremely difficult to get teachers to accept assignments to inner-city schools.

Administrators are compelled to spend a disproportionate amount of their time "keeping the lid on"--at the expense of the educational program.

It becomes increasingly evident that the violence and vandalism taking place in our urban schools will continue, expanding at a rate which can only be described as catastrophic.

This escalation which could be viewed as analogous to the spread of a destroying cancer must be stopped before it becomes terminal.

As we know at this time, there is no one cure for all cancer; similarly, there is no one cure for these kinds of violent and destructive acts.

However, just as the medical professional applies many forms of treatment in its attempt to arrest and cure a cancerous growth, so must we too use many treatment methods in our attempt to arrest and cure the spread of violence and destruction by juveniles today.

Much of what we are doing today is in the form of quick and temporary repairing of the "dikes" which we have built out of necessity in our early efforts to stem the tide of rising youth delinquency.

Efforts in this area must be continued and even added to while additional and more long lasting approaches are developed and expanded.

There is a temptation to suggest that the "trouble maker" and the "non-interested student" should be permitted or forced to leave school rather than waste their time and the time of interested students. However, since no agency is prepared to take the responsibility for those released, the public schools are forced to develop a positive environment to promote self-worth, create enriching experiences, establish diagnostic techniques, offer comprehensive counseling and guidance services, provide individualized and remedial instruction, and furnish alternative programs.

The challenge we face is, essentially, that of providing meaningful educational programs to students who come from homes in which there is unemployment, a high rate of transciency, little or no outside support and additionally find themselves in an environmental milieu of gang violence, intimidation, extortion, narcotics, and intruders on school campuses. The wonder is that boys and girls are able to function with any degree of normalcy under these conditions.

Continued support for existing programs is imperative. We cannot allow the dikes which are holding the tide back to be eroded away because of our indifference or lack of information with respect to the critical nature of present conditions.

Support must be found to allow for the expansion of programs for divergent youth that have proven successful. Experimentation must continue with respect to the development of new programs or the escalation of youthful violence and destruction will reach proportions which this nation can ill afford.

Exhibit No. 1

GANGS AROUND SENIOR HIGH SCHOOLS

SCHOOL	GANG	SIZE
Belmont	Dogtown	30
	Alpine	50
	Temple Street	150/200
	Diamonds	100/125
	Westside 18th St.	200/300
	Frogtown	50/75
	Clantons	150/200
	Vikings	50
Lincoln	Dogtown	30
	Clover	150
	Cypress Park	75
	Happy Valley	54
	East 18th Street	400
Wilson	(few) Happy Valley	54
	East 18th Street	400
Roosevelt	Primero Flats	100
	Cuatro Flats	100
	Varrio Nuevo	50
	White Fence	45
	East Side 3rd's	50
	Hoyo Soto	30
Marshall	Frogtown	50/75
	Rebels	50/75
Banning	Harbor City	150
	Harpys	200/300
San Pedro	Wilma's	200
Locke	Denver Lanes	30
	Bounty Hunters	30
	Figueroa Boys	?
Washington	Crips	600/1000
	Park Boys	20

GANGS AROUND SENIOR HIGH SCHOOLS CONTINUED

SCHOOL	GANG	SIZE
Fremont	Crips Wallnuts	400/1000 30
Jefferson	Pueblos (few) Vikings	30 50
Jordan	Rat Pack Bounty Hunters 4-5-6	30 30 20
Crenshaw	Van Brims Exterminators	500 50
Manuel	Exterminators Van Brims	50 500
Venice	Los Santos	70/100
Hollywood	Rebels	50/75
San Fernando	Brand Ford Park Indickas New Revivals The Group New Generation	75 50 30 75 50

Exhibit No. 2

ACTIVITY INDEX AND COMPARISON

ACTIVITY	1973-74	1972-73	1971-72
CASES REPORTED AND INVESTIGATED	10,085	7,813	7,581
CASES CLEARED	3,025	2,646	2,156
APPREHENSIONS	6,528	4,823	3,361

REPORTED INCIDENTS BY TYPE

	1973-74	1972-73
Robbery	410	314
Assault Battery	893	558
Sex Offenses	86	53
Burglary	4,185	3,881
Theft	1,776	970
Malicious Mischief	1,275	943
Arson	113	122
All Narcotics	745	518
Loitering Trespass	602	454
Total	10,085	7,813

FIREARMS ACTIVITY

Handgun in Locker or Vehicle on Campus	6	2
Shotgun or Rifle in Locker or Vehicle on Campus	1	2
Handgun on Person (On Campus) Concealed	64	42
Shotgun or Rifle on Person (Concealed) on Campus	24	6
Handgun Displayed on Campus (Threatening)	49	9
Shotgun or Rifle on Campus Displayed (Threatening)	15	3
Firearm Discharged on Campus (No Injury)	6	1
Firearm Discharged on Campus (Non-Fatal Injury)	32	17
Firearm Discharged on Campus (Fatal Injury)	1	0
Incident Involving Firearm(s) School Related, Occured Off Campus	22	12
Total	220	94

KNIVES AND OTHER WEAPONS ACTIVITY

Knife in Locker or Vehicle on Campus	19	7
Other Weapons in Locker or Vehicle on Campus	2	2
Knife on Person on Campus (Concealed)	67	32
Other Weapons on Person (Concealed) on Campus	6	1
Knife Displayed on Campus (Threatening)	25	10
Other Weapons Displayed on Campus (Threatening)	5	1
Assault with Weapon on Campus (No Injury)	19	5
Assault with Weapon on Campus (Non-fatal Injury)	14	2
Assault with Weapon on Campus (Fatal Injury)	0	0
Incident Involving Weapon(s) School Related, Occurred Off Campus	30	13
Total	187	73

Los Angeles City Unified School District

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WILLIAM J. JOHNSTON
Superintendent of Schools

JAMES B. TAYLOR
Deputy Superintendent

JERRY F. HALVERSON
Associate Superintendent

October 3, 1975

Honorable Birch Bayh
United States Senator
Washington, D.C. 20510

Re: Subcommittee to Investigate Juvenile Delinquency--Hearings on School Violence and Vandalism

Dear Senator Bayh:

This is in response to your letter dated September 8, 1975, requesting responses to five questions which are supplemental to my testimony before the Subcommittee.

Those questions, and my responses, are as follows:

Question: "1. In your testimony you stated that most of the violence in Los Angeles Schools is created by outsiders and intruders. Are substantial numbers of intruders former students who are truants, dropouts, or have been suspended or expelled from the school system?"

Answer: Yes, although these former students are not necessarily from the Los Angeles Unified School District. Many are from Compton, Long Beach, Inglewood and other nearby districts. Further, many of the persons involved in violence are still enrolled in other school districts.

Question: "2. Would you think alternative or supplemental school programs designed to keep truants or youngsters with less serious disciplinary problems off the streets and in an educational setting would be helpful in reducing problems caused by outsiders?"

Answer: Yes. For many young people the educational program will be successful only if it includes ingredients that "alternative or supplemented school programs" suggest:

1. Establishment of a small ratio between the student and adults working in the program.

2. Development of a thorough in-service training program for staff.
3. Individualization of student instruction.
4. Organization of immediate referral services to appropriate agencies.
5. Flexibility in administrative procedures and organization.
6. Selection of the most skilled staff available.

Examples of pilot programs currently in operation that meet some of these criteria are described in the answer to question 5.

Costs to the district for programs that serve as an alternative or supplemented school programs tend to be a major deterrent in implementation.

Figures recently released by the Los Angeles County Probation Department tend to place in perspective the expense to the public when schools are not able to help young people. The following are per student costs:

Opportunity Class (regular school)	$ 1,200.00
Opportunity School Placement	$ 2,[illegible]00.00
Detention in Boys' Camps	$10,494.00
Detention, McLaren Hall	$13,970.00
Detention, Juvenile Hall	$15,356.00
Los Palmas School for Girls	$21,590.00
Cost of Probation Investigation and Supervision per case per year	$11,000.00

Question: "3. In your testimony you indicated that much of the burglary on school property is carried out by gangs. Is it possible to determine whether the property stolen by these gangs is for their own use or is the property stolen mainly for the purpose of resale to their parties?"

Answer: Many burglaries are committed by gang members, but not necessarily by the gang itself as a part of the gang activity.

While a comparatively small percentage of stolen property is ever recovered, our investigations show that most of the property taken in burglaries is for personal gain through resale.

Question: "4. Do you have any indication of an organized crime element, other than these youthful gangs, that might be involved in the theft, receipt or resale of school property?"

Answer: No. There is nothing at the present time which suggests that criminal activities associated with schools in the Los Angeles area are in any way connected with an organized crime element.

Question: "5. In your testimony you made mention of several programs instituted by your school system which seems to have been successful in confronting and reducing the problems of violence and vandalism in schools. Could you provide us with some additional information on the types of programs you referred to?"

Answer: One of the major goals of the Los Angeles Unified School District is to meet the individual needs of students. Programs developed specifically for divergent youth are: (Examples)

1. ON SITE OPPORTUNITY CLASSES

   a. Brief description
      Provide a specialized guidance and instructional program for those pupils unable to succeed in regular school program and for those whose behavior interferes with success of others.

   b. Target population
      Maximum enrollment of 12 pupils per class with intent of modifying attitudes and behavior patterns to permit return to regular classroom.

2. OFF SITE CLASSROOMS (COMMUNITY CENTERED CLASSROOMS)

   a. Brief description
      Small "store-front" schools for students ineligible for regular school programs. Focus in on utilization of community and district resources to provide necessary educational and rehabilitative services.

   b. Target population
      Maximum enrollment of 10 per class with education aides and support service personnel assigned to each classroom. Program serves students who have been expelled or recommended for expulsion; or those having no other feasible educational option.

3. OPPORTUNITY AND CONTINUATION SCHOOLS

   a. Brief description
      Special small enrollment schools to meet needs of students with severe attendance and/or behavior problems.

   b. Target population
      The most divergent secondary students who have not been expelled and other remedial efforts have been unsuccessful.

4. VANDALISM REDUCTION PROGRAM

   a. Brief description
      Student committees employed by the district working to create community and student awareness of school vandalism and to reduce incidence of vandalism in target areas.

   b. Target population
      Student committees employed 15 hours weekly, working in three high vandalism areas.

5. SATELLITE SCHOOL-WITHIN-A-SCHOOL PROGRAM, JUNIOR HIGH SCHOOL

   a. Brief description
      Similar to an opportunity class but has different hours of operation. Schedule removes pupil from school during times of extreme pressure.

   b. Target population
      Maximum enrollment is 20 and serves as an alternative to suspension or transfer out of home school.

6. OPERATION STAY-IN-SCHOOL

   a. Brief description
      A truancy reduction program. Students out of school and away from home during school hours are questioned by police officers and, if truant, delivered to Reception Centers staffed by Los Angeles Unified School District personnel. Students are counseled and parents are contacted and follow-up services throughout the school year are arranged.

   b. Target population
      Truant students.

A summary of all programs for divergent youth currently in operation in the Los Angeles Unified School District is included in the attachments.

We hope that the foregoing will be of assistance to you. Please let me know if we may provide any further information.

Sincerely,

Jerry F. Halverson
Associate Superintendent

JFH:ya
Attach.

cc: Dr. Johnston
Mr. Taylor

PROGRAMS FOR DIVERGENT YOUTH

LOS ANGELES UNIFIED SCHOOL DISTRICT

May, 1975

1. DIRECT SERVICES TO YOUTH, NOT SPECIFICALLY DESIGNED FOR DIVERGENT YOUTH.
    1.1 Support Services
        1.11 Local School Counseling Programs
        1.12 Diagnostic Learning Centers
        1.13 Agency-School Group Counseling Program
        1.14 Youth Services
        1.15 YOU - Youth Opportunities Unlimited
    1.2 Educational Program Options
        1.21 Regional Occupational Centers
        1.22 Alternative Schools
        1.23 Project Furlough
        1.24 Community Adult School
        1.25 Opportunity Transfer
        1.26 Permit With Transportation (PWT)
        1.27 Advisement Service Center
        1.28 Day Adult Centers
        1.29 Part-time Programs at Regular School Sites
            1.291 Work Experience
            1.292 Police Role in Government
            1.293 Youth and the Law
            1.294 Youth and the Administration of Justice
2. DIRECT SERVICES AND PROGRAMS SPECIFICALLY DESIGNED FOR DIVERGENT YOUTH.
    2.1 Support and Supplementary Services
        2.11 Compensatory Education Counseling
        2.12 Elementary Referral Project
        2.13 Anti-Self Destruction Program

2.14 Campus Safety Advisors

2.15 Project Outreach

2.16 Community Resource Center

2.17 Neglected & Delinquent Project

2.18 Services Related to Expulsion Proceedings

2.181 Area Expulsion Review Committees (ERC)

2.182 Area Reinstatement Review Committees

2.2 Support and Supplementary Services Operated in Coalition with Other Agencies

2.21 Resthaven

2.22 Operation Stay-In-School

2.23 Community Day Center

2.24 SARB (School Attendance Review Board)

2.3 Educational Program Options

2.31 Continuation Education

2.311 Small Continuation School

2.312 Metropolitan High School

2.313 Central High School

2.314 Continuation Classes

2.32 Opportunity Programs

2.33 CARD (Concentrated Approach to Reduce Delinquency)

2.34 Community Centered Classroom (Tri-C)

2.35 Area C Community Counseling Center

2.3 Clay Junior High Satellite School

2.37 Opportunity School

3. ADULT-STUDENT COOPERATIVE PROGRAMS

3.1 Vandalism Reduction Committee

4. PROGRAMS FOR HELPING PERSONNEL TO BE MORE SUCCESSFUL IN WORKING WITH DIVERGENT YOUTH

4.1 Support Services

- 4.11 Juvenile Court Liaison Specialist
- 4.12 Community Relations Crisis Teams

4.2 In-Service Programs

- 4.21 Human Development Training
- 4.22 Team Staff Development
- 4.23 Juvenile Justice Ad Hoc Committee
- 4.24 In-service Training of Secondary Administrators
- 4.25 Drug Abuse Group Counseling Training

5. PROGRAMS FOR INVOLVING PARENTS IN WORKING WITH DIVERGENT YOUTH

- 5.1 United Parents Protect Our School Program
- 5.2 Experimental Parent Education Program for Parents of Troubled Youth

6. PROGRAMS BEING DEVELOPED TO BETTER SERVE NEEDS OF DIVERGENT YOUTH

6.1 Community Diversion Projects (all awaiting funding)

- 6.11 Project Heavy (Human Efforts Aimed at Vitalizing Youth)
- 6.12 Project Heavy Gang Consortium
- 6.13 JADE (Juvenile Assistance Diversion Program)
- 6.14 Centinela Valley Juvenile Diversion Program
- 6.15 South Bay Juvenile Diversion Program
- 6.16 Long Beach - San Pedro - Wilmington Diversion Program
- 6.17 Compton-Carson Diversion Program

- 6.2 RESCUE (Rehabilitative Efforts Through School-Community Understanding & Encouragement
- 6.3 Project JOBS (Job Opportunities to Build Skills)
- 6.4 CARES (Child-Aide Resources in Early Schooling)
- 6.5 Venice Delinquency Intervention and Prevention Program

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
DIRECT SERVICES TO YOUTH, NOT SPECIFICALLY DESIGNED FOR DIVERGENT YOUTH.					
1.1 Support Services					
1.11 Local School Counseling Programs Varied programs including rap rooms, small group counseling, crisis counseling, guidance classes, mental health consultation programs.	Counseling and Psychological Services Branch	All students enrolled in schools of LAUSD	Varied services available at all schools in district	District	Referrals to various community agencies
1.12 Diagnostic Learning Centers Provide individual psychological and educational diagnosis and subsequent prescriptive teaching activities for pupils with learning disabilities.	Counseling and Psychological Services Branch	Pupils with learning disorders spend three weeks at center, then return to regular classroom with individualized educational plan.	Eight centers	District	
1.13 Agency-School Group Counseling Program Provides co-leaders for group counseling programs.	Administrative Areas & United Way	Selected students in 26 elementary 16 JHS, 6SHS.	Various locations throughout the District.	District/ United Way	Council of Jewish Women of Los Angeles

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
1.14 Youth Services Supervised recreation program at every school site during out of school hours after school, evenings, weekends, and vacation periods.	Student Auxiliary Services Branch	Pre-school through adult throughout the District.	Every regular school site.	Separately funded by District through Community Services Tax.	City & County Parks & Recreation; Community Colleges.
1.15 YOU - Youth Opportunities Unlimited Participated in planning, recruiting office staff, publicizing activities; making contact with employers to provide hundreds of summer jobs for students.	City-Wide Student Affairs Council of LAUSD.	Secondary students in need of summer jobs.	Central Office	District	Clergy Advisory Committee
1.2 Educational Program Options					
1.21 Regional Occupational Centers Provide job training at the center and/or in the community.	Division of Career & Continuing Educ.	Students 16 years of age or older. Approximately 2,400 full-time; 900 part-time	Five Regional Occupational Centers, plus on-the-job training in community. Also, specialized vocational classes at selected high schools. Program Coordinators at each high school.	District	

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
1.22 Alternative Schools Less formalized learning communities in which students and parents assume greater responsibility for the student's educational program. Often includes interdisciplinary studies, cross grouping, and community based activities.	Area Superintendents	Available by self-selection to students in areas or schools having programs. Currently involves approximately 3,200 students.	Four off-site schools - Areas D, E, H, and K, SWAS (School-within-a School) programs in 16 secondary schools & one elementary school.	District	
1.23 Project Furlough A student may leave school for up to a year when it appears he or she would benefit from pursuing other activities.	Counseling and Psychological Services Branch	Potential drop-outs in grades 10-12.	School staff member serves as liaison during year.	District	Individually arranged volunteer community service or business or industrial experience

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PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT

	PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
1.24	Community Adult School A variety of courses available leading to high school diploma. Open to students under 18 not attending day school under certain conditions.	Division of Career and Continuing Education	Students under 18 who are married, who are participants in continuation education programs, or who have been referred by counselors, administrators probation officers, etc.	Throughout the city.	District	
1.25	Opportunity Transfer A planned transfer of a pupil from the school in his area of residence to another regular school to allow pupil a better opportunity for success.	Local schools	Students of all age levels who might benefit from educational or social experiences in a new environment.	Throughout district, arranged by sending & receiving schools.	District	
1.26	Permit With Transportation (P/T) Provides a permit & district authorized transportation to children attending designated schools for the purpose of relieving overcrowding & facilitating multi-cultural education goals.	Educational Options Services Branch	5,0[illegible]3 students in grades 1-12; primarily at designated sending schools	Students are transported to [illegible]0 different P/T receiving schools	District & CETA	Local school community groups

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
1,27 Advisement Service Center: Offers the possibility of high school equivalent certificate program to students who turn 18 or whose normal high school class has graduated.	Div. of Career and Cont. Education	Students 18 or whose normal high school class has graduated.	Central Office	District	
1,27 Day Adult Centers Provide varied high school diploma and adult basic education program. Curriculum is individualized as much as possible.	Div. of Career and Cont. Education	Students under 18 who have been referred by high school	Evans CAS--Central Branch	District	
1,27 Part-time Programs at Regular School Sites.					
1,271 Work Experience A part of the secondary school curriculum in which high school students obtain vocational guidance and on-the-job experiences. In most cases students earn both pay and school credit.	Div. of Career and Cont. Education	10,000 senior high school students throughout district.	Job sites all over county, program offered in all district senior high schools.	CETA and individual employers	

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAMS AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
1,292 Police Role in Government Classes taught by 30 credentialed police officers to indicate to students their rights & responsibilities under the law.	Student Auxiliary Services Branch	Secondary students	30 secondary schools in district have a full time LAPD officer.	Los Angeles Police Dept.	Los Angeles Police Dept.
1,293 Youth & the Law Classes taught by Sheriff personnel on a part-time basis to indicate to students their rights & responsibilities under the law.	Student Auxiliary Services Branch	Secondary students	various schools around district	District (Individual schools pay for program)	Los Angeles County Sheriff Department
1,294 Youth & the Administration of Justice. Provides students with intensive field work and classroom experience in the administration of justice. Through peer teaching, students take responsibility for developing strategies to interest other students in law and justice.	Instructional Planning Division & Constitutional Rights Foundation	150 secondary students in core schools, plus 100 students in feeder schools.	1974-75 core schools-Crenshaw Monroe Roosevelt San Fernando high schools. 1975-76 programs to be in Areas B,C,F,L	LEAA grant	City of Los Angeles Constitutional Rights Foundation

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
2. DIRECT SERVICES AND PROGRAMS SPECIFICALLY DESIGNED FOR DIVERGENT YOUTH					
2.1 Support And Supplementary Services					
2.11 Compensatory Education Counseling Intensive counseling support to selected students.	Counseling and Psychological Services Branch	K-12	Title I schools	ESEA Title I	
2.12 Elementary Referral Project To assist school personnel who previously were unable to do anything about some obvious behavior problems which may cause trouble later on. Family referrals to public or private agencies for counseling.	Area in which facility is located	3rd & 4th graders	East San Fernando Valley	District	Y.M.C.A. Hathaway House Coordinating Council, Golden State Mental Health Clinic

"PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
2.13 Anti-Self Destruction Program To prevent self-destruction of "brothers" by providing student counseling and consultation services to faculty and administration and by developing a structured schedule of involvement in the school environment.	Administrative Areas	Those students identified by school personnel	Locke Fremont Jordan Crenshaw Manual Arts Dorsey Los Angeles high schools	OEO	
2.14 Campus Safety Advisors Relate to all youth in elementary & secondary schools, but focus on potentially violent youth, to reduce school violence and disruptions.	Urban Affairs	Potentially violent youth	Target schools	District & ESEA Title I	
2.15 Project Outreach Provides intensive social work services to pupils and their families to improve school attendance and behavior, provide protective services and improve parent participation.	East Field Office PSA Branch	Elementary pupils	Area G-six elementary schools	DPSS staff District housing	DPSS

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
2.16 Community Resource Center Helps solve problems of students by bringing together and coordinating efforts of community agencies and school resources.	Admin. Area E & Pupil Services and Attendance Branch	Involvement of all age levels in target area; encourages focus on total family unit	Area E-three elementary, one junior high, one senior high	Agency budget	DPSS, LAPD, County Mental Health, County Probation, Community Services
2.17 Neglected & Delinquent Project Provides health services, counseling, tutorial services to children adjudged neglected or delinquent, as a supplement to what they receive in school programs.	Health Resources	1,200 students living in 24-hour institutions	30 institutions located in district	Title I	
2.18 Services Related to Expulsion Proceedings 2.181 Area Expulsion Review Committees(ERC) Meet with pupil & family after conference with school principal. Review evidence & make recommendations to family for pupils & to Board members regarding placement, testing, or referral.	Areas, Juvenile Court Relations Office	Pupils recommended for expulsion	Areas	District	

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
2.152 Area Reinstatement Review Committees Meet with pupil and parent or guardian, and others, to review information and reports relative to the pupil's rehabilitation while on expulsion. Make recommendations for reinstatement via Coordinator, Juvenile Court Relations, to the Board of Education.	Areas, JCR Office Board of Ed.	Expelled pupils	Areas	District	
2.2 Support and Supplementary Services Operated in Coalition With Other Agencies					
2.21 Resthaven Early identification of children with problems, using all child service agencies & community organizations within target area.	LAUSD Div of Educ. Support Services & Resthaven Community Mental Health Center	Elementary pupils	Belmont High School cluster	H.E.W.	Resthaven Community Mental Health Center

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION / OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
2.22 Operation Stay-In-School A truancy reduction program. Students who are out of school & away from home during school hours are questioned by police officers and, if truant, delivered to their home schools for counseling & assignment to classes. PSA Counselors contact parents & follow-up during school year.	PSA Branch, & LAPD	Truant secondary students	Five Reception Centers where students are taken when picked up--Central, Hollywood, Wilshire, Van Nuys, E. Los Angeles. Headquarters schools in areas not having Reception Centers	District & LAPD	L.A. Police Dept.
2.23 Community Day Center Concentrated services for rehabilitating pupils on probation.	L.A. County Prob. & Admin. Area G	Ramona High School students (Maximum number 20)	Ramona High School	L.A. County & District	L.A. County Prob.
2.24 SARB (School Attendance Review Board) State mandated inter-agency review of cases referred by the school district to the juvenile justice system, determine whether other school or community resources can be utilized rather than juvenile court.	PSA Branch Probation, DPSS	Truant & school incorrigibles being referred to the juvenile justice system.	6 Boards, one chaired by each PSA Supervisor.	No additional funding provided	L.A. County Probation L.A. County DPSS Local community agencies

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
2.3 Educational Program Options					
2.31 Continuation Education For the high school student who has generally been unsuccessful in regular high school & will benefit from individualized instruction. Provides opportunity to complete high school.	Continuation Ed. Office	16-17 yr. olds who are not successful in the regular school	District wide	District	
2.311 Small Continuation School (3 teacher schools)	Area Superintendents	16-17 yr. olds; up to 2,700 in existing schools. 11 Saturday programs for working students.	34 locations adjacent to regular high schools.	District	
2.312 Metropolitan High School Special site for youth of two school areas.	Metropolitan Principal	Divergent youth in central city	Jefferson & Manual Arts attendance areas.	District	

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
2.313 Central High School Provides teachers for eleven off-campus branches in coordination with programs of various public and private agencies.	Continuation Education Office	Divergent youth who have dropped out of regular school programs.	Crenshaw CDC. Crenshaw Diversion Program. Echo Park Diversion Program. E.L.A. United Community Effort. Metropolitan North-East Model Cities. So. Central Greater L.A. Community Action Agency. Service to Asian American Youth. San Fernando Valley United Way Program, El Santo Nino.	District	L.A. County Prob. Teen Post E.L.A. Skill Center State of California HRD GLACAA S.A.A.Y. United Way
2.314 Continuation Classes Daily continuation classes held in regular high school.	Local principal	Same as for Small Continuation schools.	Bell, Kennedy, Roosevelt, Palisades, Sylmar, Taft high schools.	District	

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
2.32 Opportunity Programs Provide a specialized guidance & instructional program for those pupils unable to succeed in regular school program and for those behavior interferes with success of others.	Educational Options Services Branch	Maximum enrollment of 12-15 pupils per class with intent of modifying attitudes & behavior patterns to permit return to regular classroom.	In regular jr. & sr. high schools throughout the city electing to use a certificated staff member in this way.	District	
2.33 CARD (Concentrated Approach to Reduce Delinquency) A framework through which schools develop programs based on school identified needs such as opportunity rooms, rap rooms, transition counselors, elementary counselors, rumor control.	Area of location	Pupils displaying chronically maladaptive behavior & the excessively withdrawn non-involved youth.	43 schools identified as critical throughout the district.	C.E.T.A.	L.A. County Dept. of Community Services

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
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PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
2.34 Community Centered Classroom (Tri-C) Small, "store-front" off-campus schools for students ineligible for regular school programs. Focus is on utilization of community and district resources to provide necessary educational and rehabilatative services.	Educational Options Services Branch	70 pupils who have been expelled or recommended for expulsion; or those having no other feasible educational option.	7 off-campus sites throughout district	C.E.T.A./ District	L.A. County Department of Com. Services; L.A. County Dept. of Mental Health; L.A. County Prob. Dept. Office of L.A. County Supt. of Schools
2.35 Area C Community Counseling Center Diagnostic & prescriptive program related to the academic & social development of expelled students. Pupils who have been expelled or recommended for expulsion.	Admin. Area C & Teen Post	Secondary pupils from Area C schools who have been expelled or are awaiting expulsion.	Teen Post 10002 S. Central Ave.	H.E.W./ District	Teen Post U.S.C. Pepperdine
2.36 Clay Junior High Satellite School Utilizes similar to an opportunity class approach through individualized instruction, and a strong counseling emphasis. Different hours of operation remove pupil from school during times of extreme pressure. Goal is to enable pupil to return to regular program.	Area Superintendent	Limited to 22 pupils assigned following conference and in lieu of opportunity transfer.	Clay Jr. High, 1:30 - 5:30 p.m.	District	

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
2.37 Opportunity School Special schools to meet needs of pupils with severe attendance and/or behavior problems. Small classes, individualized instruction to improve pupil so he may return to regular school program.	Areas of location	The most divergent secondary pupils for whom other remedial efforts have been unsuccessful.	Aggeler HS Cooper HS Gardena HS Jackson HS Ramona HS	District	
ADULT-STUDENT COOPERATIVE PROGRAMS					
3.1 Vandalism Reduction Committee Student committee working to create community awareness of school vandalism and to reduce incidence of vandalism in target areas.	City Wide Student Affairs Council, operating out of Ed. Options Services Branch	30 students employed 15 hrs. weekly, working in 3 high vandalism areas.	Jordan-Locke area Marshall, Garfield, Roosevelt areas Chatsworth, Kennedy, San Fernando, Sylmar areas	Student C.E.T.A. work positions	
PROGRAMS FOR HELPING PERSONNEL TO BE MORE SUCCESSFUL IN WORKING WITH DIVERGENT YOUTH.					
4.1 Support Services					
4.11 Juvenile Court Liaison Specialist A school staff person located in Central Juvenile Court available to school personnel concerning students who have been reported to the police.	Pupil Services and Attendance Branch & Juvenile Court Relations	District personnel, Probation personnel, affected juvenile.	Juvenile Court	District & Juvenile Court	Juvenile Court

PROGRAMS FOR DIVERGENT YOUTH
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PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
4.12 Community Relations Crisis Teams Send teams of advisers to scene in crisis situations to restore order. May include information gathering, participation in community meetings, counseling students.	Urban Affairs	Population in crisis situation.	Wherever directed by Urban Affairs Office and/or requested by site administrator.	District	
4.2 IN-SERVICE PROGRAMS					
4.21 Human Development Training To strengthen staff skills and develop positive attitudes, programs have been set up for area Counseling and Psychological services personnel to train trainees. Counselors then work with teachers to implement Value Clarification, Interaction Laboratories, Human Devlopment Program, and the like in the classroom.	Values Education Section Counseling & Psychological Services Branch	Area Counseling & Psych. Services personnel trained to train teachers.	Administrative Area Offices	District	
4.22 Team Staff Development Development of in-service training led jointly by members of area pupil services team, including	Administrative Area Offices	Local School personnel and/or area level pupil services personnel and administrators	Administrative Areas	District	

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
.22 **Team Staff Development** cont. personnel from Health Services Counseling & Psych. Services, Pupil Services & Attendance.					
.23 **Juvenile Justice Ad Hoc Committee** District representatives participate on this committee, along with reps. of other community agencies, such as Probation Dept., L.A.P.D., County Schools, D.P.S.S., Health Services.	Interagency Ad Hoc Committee	All agencies dealing with juvenile offenders.			
.24 **In-service Training of Secondary Administrators** in juvenile justice system and in expulsions and suspension.		Secondary Administrators	Central Office	District	
.25 **Drug Abuse Group Counseling Training** Counselors and other selected personnel are provided intensive training program in group counseling techniques and skills for use with students involved in drug abuse.	Counseling & Psych. Services	Local school personnel	Training at Los Angeles Center of Group Psychotherapy. Counseling sessions at local school of participants.	National Institute of Mental Health grant	National Institute of Mental Health, Los Angeles Center for Group Psychotherapy

PROGRAMS FOR DIVERGENT YOUTH
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PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
5. PROGRAMS FOR INVOLVING PARENTS IN WORKING WITH DIVERGENT YOUTH					
5.1 United Parents Protect Our School Program Enlists residents living within visual range to help maintain protective watch over school.	Urban Affairs	Title I schools	Title I schools	District & Juvenile Court	Juvenile Court
5.2 Experimental Parent Education Program for Parents of Troubled Youth To help parents better understand their children, provide mutual support, and learn about available support services.	Career & Continuing Education	Parents of Troubled Youth	Reseda Kennedy-San Fernando Venice Jordan-Locke Garfield Jefferson community adult schools	District	
6. PROGRAMS BEING DEVELOPED TO BETTER SERVE NEEDS OF DIVERGENT YOUTH					
6.1 Community Diversion Projects (all awaiting funding)					
6.11 Project Heavy (Human Efforts Aimed at Vitalizing Youth) A juvenile diversion system designed to reduce the justice system's workload by developing a referral process in which specific populations are redirected to social or health systems services.	Mayor's Office of Criminal Justice Planning Educational Options Services Branch	Juvenile law offenders.	Central City Component (6 police divisions) & San Fernando Valley Component	California Council on Criminal Justice	Mayor's Office, City Council reps., Board of Supervisors, L.A.P.D., L.A. County Probation, DPSS, L.A. County Dept. Community Services, Public Defender, Cal Youth Authority, L.A. County Bar Association

PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
.12 Project Heavy Gang Consortium To reduce youth gang violence by establishing a process for the purchase of services for gang youth, to identify the most effective services, to identify which type of gang youth respond to which type of services.	Mayor's Office of Criminal Justice Planning	More serious juvenile offenders	Central City Heavy area	California Council on Criminal Justice	Existing community services agencies in areas of health, education, training, employment, nutrition, recreation, culture.
.13 JADE (Juvenile Assistance Diversion Effort)			Maywood, Bell, Cudahy		
.14 Centinela Valley Juvenile Diversion Program			Gardena		
.15 South Bay Juvenile Diversion Program			Lomita		
.1 Long Beach - San Pedro - Wilmington Diversion Program			San Pedro, Wilmington		
.17 Compton-Carson Diversion Program			Carson		
2 RESCUE (Rehabilitative Efforts Through School-Community Understanding & Encouragement)	Div. of Educational Support Services	Expelled students and those undergoing expulsion processing.	As designated	Submitted to L.A. City Model Cities (Mayor's Office)	L.A. City Government Facilities L.A. County Probation D.P.S.S. Mental Health Services

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PROGRAMS FOR DIVERGENT YOUTH
LOS ANGELES UNIFIED SCHOOL DISTRICT
May, 1975

PROGRAM AND BRIEF DESCRIPTION	JURISDICTION OR OPERATING DIVISION	TARGET POPULATION	LOCATION	FUNDING SOURCE	OUTSIDE AGENCIES INVOLVED
6.3 Project JOBS (Job Opportunities to Build Skills) A three pronged approach to problems of youth, including meaningful employment, related educational programs, and concentrated counseling services.	Educational Options Services Branch in cooperation with Career & Continuing Education	350-500 9-11 grade pupils living in target areas	Project Heavy boundaries	Submitted to California Council on Criminal Justice	L.A. County Dept. of Community Services Local non-profit agencies
6.4 CARES (Child-Aide Resources in Early Schooling) Identifying young children with school maladaption and providing them with individualized, personalized, on-going preventive mental health services.	Counseling and Psych. Services	Selected K-1 project schools	Area D	Being submitted to NIMH, HEW, private agencies	
6.5 Venice Delinquency Intervention and Prevention Program To provide an intervention, remediation, & prevention program, combining school & community resources, to assist students who are maladaptive behavior problems.	Local school	Students in special education programs	Venice High School, Mark Twain Junior High		NAPP (Neighborhood Adult Participation Project) Neighborhood Youth Assoc. LAPD, [illegible] [illegible] Center

Senator BAYH. In your testimony, you allude to several alarming instances of rape, describing the specific circumstances. Were those acts performed by intruders into the school?

Dr. HALVERSON. Yes, sir. These were young adults, not our students, and, as I said, I believe they see the school as an open target. We will have an elementary school site of, perhaps, seven acres and, perhaps, the school has grown so that we have moved a few bungalows onto the site, and those bungalows are separated by some yards from the main building. So, the teacher is there. The bungalow is normally near a fence so we do not have the play area cluttered with bungalows and, classically, what happens is someone goes over or through the fence. He goes into the classroom; maybe, his intention is to rob, but we have had a number of incidents where—one I gave to the committee in the written testimony where a young teacher was raped right in the classroom, it was an elementary school, right in the classroom. Another instance where she was dragged out of the classroom into the nearby boys' room and raped in the boys' room. He took all of her clothes and left her nude in the room.

All of these people have been injured. We had one just recently that did not culminate in rape, but the woman was stripped in front of the classroom and she was battered with a stapling machine. A fellow came into the classroom and battered her about the head with a stapling machine and ripped her clothes off of her in an attempted rape and there was so much commotion that the adjoining bungalows, one about 10 yards away, heard the disturbance and the rape was prevented. But, those were not all that uncommon.

Senator BAYH. Considering the magnitude of the increase that Dr. Halverson described in Los Angeles, I suppose, Mr. Byrd, that you would not take issue with the assessment that was reported earlier this year in the Chicago Tribune about the increasing disciplinary problems in the Chicago schools? The survey pointed out that teachers say their disciplinary problems are so severe that they avoid taking action even when one of their children is molested because of fear for their physical safety. Apparently, this problem is commonplace.

Can we try to differentiate between those acts of vandalism and violence that involve intruders into the school, and those acts of violence committed by students within the school? Listening to you and our previous witnesses describe the problem, it seems to me that we might be able to say that while money alone will not solve the problem, it might be a helpful resource by providing alarm systems and hiring security guards to protect persons and property during and after school hours.

Can we separate the two acts of violence—realizing, of course, there may be exceptions?

Mr. BYRD. It may be helpful as the beginning point to divide it that way, and I guess there are some specific problems with intruders during the schoolday. Separate those problems from dealing with the student body during the schoolday and then the third category you would have the outsiders then who come back to the facility, vandalize and burglarize after the school hours

The security personnel would be very helpful in making the facility secure from intruders during the schoolday. That, coupled with other identification of the student body, so that the members who belong can be distinguished from those who do not belong, are helpful devices and additional funds could be helpful in that regard.

Senator BAYH. It is a terrible thing to have to think about, but if you could provide each teacher with a button that could be pushed—and it became known that they had such devices—is it not possible that there would be less incentive to potential assailants?

ALTERNATIVE EDUCATIONAL PROCESS

While most of our attention has been directed at the intruder, could I ask you gentlemen representing some of our major school systems to look at what can be done to expand the alternative educational process? Has it been a good investment? Has there been a direct relationship between making alternative educational experiences available to students, and a decrease in truancy and violence and dropouts and vandalism? Is there a relationship there?

Mr. GIULII. We find a definite relationship with all of those factors with our alternative programs. We have 100 such programs at the secondary level, and they vary according to the needs of the schools and the kids who are at the schools, and the abilities of certain teachers in those schools.

I think the vo-tech schools are a good example of that, that is an alternative program, an alternative to a comprehensive high school. We have found that attendance, as I said in my testimony, is better in vo-tech schools than it is in comprehensive high schools.

Senator BAYH. I had the impression, from what you and Mr. Byrd said, that attendance was not only better, but markedly better.

Mr. GIULII. Right. In the academy program that I described earlier, maybe it is the way we have to go, but if a kid is absent he does not get paid and if he wants to get paid, he comes to school. Once we have him there, then we can train him; and the problems within that school are minimal when you compare them with the problems that we have at some of the high schools.

Senator BAYH. Have you had any success in any particular program to increase parent responsibility and parent awareness of the problem? Have you tried anything within your school systems to give parents either a pat on the shoulder or a kick in the seat of the pants?

Mr. GIULII. I do not know, at the secondary level, that we are doing much. I know we are doing a lot at the elementary level by involving those parents in the program. But I really do not know how much Philadelphia is doing at the secondary level.

Mr. BYRD. We have established councils at each of our schools, elementary and high schools, parent-community advisory councils, and we have indicated that one of the things these councils should concern themselves with is the matter of discipline programs in the school, the atmosphere conducive to learning in the schools and to invite their participation.

Now this has heightened their interest somewhat. We are searching for ways to increase that interest.

Just recently I was approached by a leader from the community who indicated that the kind of involvement that was needed in a sense could not come from the top of the administrative structure of the school system down but it had to come from the bottom up. And when she was suggesting that a great effort has to be made to involve the school community, the community organizations, the churches, to recognize—this came about as we were celebrating the achievement of a school that had gotten a lot of unfavorable publicity in the press, that had just recently won the State high school basketball championship. And as they were being applauded and being recognized for this achievement, it was suggested that we ought to be applauding other kinds of things that are done so that the kids do not hear the negatives all the time, and that we can combine the elements of the parents, the community, and the churches. Then maybe the parents would become more aware and the whole community would become more aware of the problems of the school, and there would be some coming together to try to at least work together towards a solution of the problem.

Senator BAYH. You have been very patient. The subcommittee will attempt to conduct on-the-scene hearings to get an even broader picture of the problem from those not able to be here with us today. We may be asking you to cooperate further, and if we have other questions I hope we can feel free to direct them to you in writing.

Thank you all very much. I salute you for your work and attempting to do a very tough job. I hope that you will continue to be very candid and frank with us. We want to help. We do not want to create a sort of bureaucratic morass to make your jobs more difficult. Perhaps, together we can find a way to assist your efforts, at the local level, to grapple with this crucial problem.

Again, thank you.

Our next and last witness this morning—which turned into the afternoon—is Mr. Joseph Grealy, who is the president of the National Association of School Security Directors from Fort Lauderdale, Florida.

Mr. Grealy, my apologies to you and your colleagues for the wait. I appreciate your patience. I do understand the problem so much better that we could have spent a day with each panel, and still not explored all of the ramifications of the problem.

Would you please identify your colleagues for our recorder, and then you may proceed as you so desire.

STATEMENT OF JOSEPH I. GREALY, PRESIDENT, NATIONAL ASSOCIATION OF SCHOOL DIRECTORS, FORT LAUDERDALE, FLA.

Mr. GREALY. On my left is Lucius Burton, and he is our chairman of our Public Affairs Committee of the NASSD and he also oversees the security for the school system of Alexandria, Virginia.

And on my right is Peter Blauvelt, and he is the director of security for the Prince Georges County School System and is also chairman of our mid-Atlantic chapter of our association, which takes in Washington, Virginia, and Maryland.

As far as having been delayed, I have been looking for you for 5 years, and so I did not mind waiting. And so even though the wait took some time, it is well worth it and I hope we can accomplish something here, and succeed, and I will have some suggestions I will make at the end.

Mr. Chairman, I am here today to testify regarding crimes in our schools, crimes involving people, students, teachers, school administrators, and parents, crimes involving facilities and equipment without which the school systems and their personnel cannot function. The primary function of an educational system is to provide quality education. However, to carry out this function the safety and security of personnel, facilities, and equipment must be guaranteed. They are not being guaranteed, as is evidenced by the statistics being compiled and the grim stories relating through the news media each day. It is merely a reflection of the national crime picture as reflected in the uniform crime report for the year 1974, put out by the FBI. I am sad to say that a good portion of these serious crimes have taken place right in our schools, and not in any one particular area, but all over the country—urban, suburban, and rural areas.

Now my association's studies and projections indicate that in 1974 the total money losses due to burglary, arson, vandalism, and other such offenses have turned sharply upwards from the figure you already have of $500 million, and now have soared to $594 million. If there are any doubts of juvenile involvement, I refer you to your initial and primary finding, while considering the Juvenile Justice and Delinquency Act of 1974, and that was a fact that juveniles account for almost half of the arrests for serious crimes in the United States today. Before last summer was over the Law Enforcement Assistance Administration had raised the figure to over 50 percent.

NEARLY 2 MILLION JUVENILES NOT IN SCHOOL

Where are these juveniles each day, including the delinquents? They are in our elementary and secondary schools. There are nearly 2 million schoolage children who are not in school. Most of them live in large cities. Of the students who are attending classes, more of them will spend some portion of their lives in a correctional institution that those who will attend all the institutions of higher learning. You take any school day of the year and you will find 13,000 children of school age in correctional institutions and another 100,000 in jail or police lockups.

Crime and violence in central city schools, as you heard here this morning, are growing at unprecedented rates. In the higher schools of some cities there are literally thousands of students who have no interest in education, who roam the corridors, disrupt the classes, constantly look for trouble and foment it.

What are some of things that our school personnel must contend with? Murder and dangerous weapons? Yes.

Joseph I. Grealy Presents Display of Typical Weapons Confiscated in Elementary and Secondary Schools.

You can see here on the display. This is a typical presentation of what you could find in any school throughout the country today of any size. I would like to point out some of the things on here, Senator, if I may. What we did here for effect is collected—I will use this as a pointer—collected this material, and this is not any one school but it is typical of what you would find. I am going to let you personally examine this in a minute, Senator. In fact, I might do it right now. This is a bone handle and the blade has been inserted in there. And as you—and do not touch the blade because it is quite sharp.

Senator BAYH. Where did you obtain that?

Mr. GREALY. That came from a school, from a student in a school.

Senator BAYH. What are those handle-like affairs?

Mr. GREALY. This is an oriental weapon. I believe the actual name is mun chon. However, in our own vernacular, the kids picking them up, they call them chunkas, anything. But chunkas is the name they use in our area for this type of weapon and it can be used for several purposes. You can take a person's neck and break it. You can use it to hit with, knock somebody out, whatever suits the purpose. And they do have regular training in how to use them. This is one style and this is another style here.

Senator BAYH. Excuse me. I see those small Saturday Night Specials, a razor, a switchblade knife, even the longer knife, and the brass knuckles.

What are those, hypodermic needles?

Mr. GREALY. Yes.

Senator BAYH. I can see how they could be easily concealed in a school room, but how could you get a knife like that or those chunka sticks into the school?

Mr. **Grealy**. We in our school system took one that I guess would be described as a butcher knife. Not a handle like this, a regular handle. And it was down in the dress of a girl, inserted inside of her dress that she brought into school.

So they find many ways to secret them.

Senator **Bayh**. For what purpose are those chunka sticks used, as defense? Now I wonder to what extent the butcher knife down the blouse or the Saturday Night Special are used for self-defense, and to what extent are they used as attack weapons?

Mr. **Grealy**. A typical example, speaking for my own school system and input I get from around the country, you will have an incident and the kid will go out to his car and bring one of them in to defend himself. Last month in our system a boy went out into his car in the parking lot and got a gun and brought it into the school to defend himself or to retaliate to someone that had taken some action against him. Quite a bit of it is that.

Senator **Bayh**. What is that, down at the bottom?

INNOVATIVE MULTIPURPOSE WEAPONS

Mr. **Grealy**. This is a self-made weapon by a student. This is where he would hold it and use it either way. It is sort of a multipurpose weapon.

To look at the good side, they are thinking, they are using their heads, and if we can just get them in the right direction, we are doing something. But the fact that they can make up some of these things——

Senator **Bayh**. It is kind of unrealistic to expect to go from making these weapons to engineering a space shot to the moon.

Mr. **Grealy**. That is true. But in addition to this, this is something I tried, too, and the fellows here locally cooperated with me to just try to get a variety of things rather than get a volume of things. I have a couple of clippings I will leave with you from various school systems where you can see the extent of weapons they have collected. Locally here, the fellows, again, to impress on you this situation and how bad it is—Mr. Burton here has a bag and this is in a 2-week period in one school system stuff that was collected. So this is what we are talking about.

Mr. **Burton**. These are all disabled. This is a 2-week period in a nearby city.

Senator **Bayh**. I suppose a teacher confronted with that toy pistol, which I could tell by picking it up was not real, could be subjected to the same kind of fear that was previously described by the superintendent from Los Angeles. As far as the teacher is concerned that toy pistol is as dangerous as if it were a real weapon filled with live ammunition.

Mr. **Grealy**. Well, having been in the FBI for many years I handled a lot of cases where the toy gun was what was used to rob a bank and successfully.

So it is not the weapon; it is what is in the eyes of the beholder and what they feel.

NO TYPICAL VICTIM—ALL ARE SUSCEPTIBLE

But to go on, the murders and the weapons we are talking about here are just a few instances of some of the things happening around the country. You will notice, as I relate, that there is no one group such as teachers, students, administrators concerned. Because in Oakland, Calif., the superintendent of schools and his deputy coming out of the administration building were killed with shotgun blasts and both of them died as a result of the shooting. As was previously pointed out today, a principal in the Chicago school system was shot and killed by one of his students. In Richmond, Va., a 16-year-old boy and a 14-year-old girl were wounded when they were caught in the crossfire of a gun battle between two youths in a corridor at the Armstrong High School. A 17-year-old honor student, preparing to enter Claremont College on a full scholarship, was attacked and stabbed to death by a group of six youths at John Glenn High School in Norwalk, Calif. Other students and school personnel came to the aid of Francisco Villela when they saw him being beaten in front of the school cafeteria, but they were unable to prevent his being knifed in the heart. He was attacked during the lunch period while on his way to the cafeteria. He attempted to elude his attackers but was caught before he could get into the cafeteria. He was a member of the school soccer team and was scheduled to play that same day of his death. And of course the game was cancelled.

Senator BAYH. Why would a young man like that be attacked?

Mr. GREALY. I do not know, because this one I am not personally related to. It is just material sent to me from around the country. But it could be several reasons. It could just be a gang looking to beat up on somebody. The man from New York, of course, talking today did not make me feel good. He started out in the south Bronx where all of the gangs began. That is where I was born and raised so I know what he was talking about. Many times there is just no rhyme or reason of why they do things like this.

When I was a kid, of course, running into a gang of four or five, they had the advantage if they could beat you four or five to one. But one to one, they would not bother you. That could be a reason. The chance with odds are that they cannot lose.

In Atlanta, Ga., a 16-year-old high school student was shot and wounded when youths in two crowded automobiles sprayed rifle and pistol fire into a group of students in front of the David T. Howard High School. The other students scrambled for safety as the shots thundered against the school building.

Two high school students in Orange, Calif., were shot down by a classmate who shot one in the chest and the other in the buttocks with a .45 caliber magnum revolver. Anybody who is involved in law enforcement can give you an idea of what that type of weapon can do.

Senator BAYH. A .45 magnum?

Mr. GREALY. Yes. The students were reportedly having an argument when an assailant pulled a gun from a Western holster on his shoulder and fired three shots, two of which hit the two boys.

An adminstrative assistant at Barberton High School outside of Cleveland, Ohio, was shot and seriously wounded by a 17-year-old student whom he was reprimanding for repeated absences. Frederick Crewse was in serious condition as a result of two bullet wounds in his chest.

One day in Dallas, Tex. a 15-year-old junior high school student lay near death in Parkland Hospital after he was stabbed several times in the chest. A shop instructor was clubbed over the head with a mallet by a student. And a student at Sequoia Middle School was stabbed in the back after an argument in the school's playground, all in 1 day.

At Locke High School in Los Angeles, gang warfare broke out during an afternoon dance in the multipurpose school building. Steel natural combs, bricks, concrete blocks, walking canes, and sticks were used as weapons. The fighting spread into the surrounding community where beatings and firing into homes and automobiles were reported. One death resulted.

Assaults, rapes, and robbery, yes. Three times in one semester a teacher was raped on the grounds of a Houston, Tex. school. In each instance the intruder who perpetrated the violence was an outsider, a person who had no business on the school grounds. In Tampa, Fla., an 8-year-old girl was lured away from the Bay Elementary School and assaulted in an orange grove north of Tampa. Two months later in the same city, a 10-year-old girl was attacked as she stood at a street corner waiting for the schoolbus. And in nearby Pensacola, a 15-year-old girl was abducted at gunpoint at a dance at the Pensacola High School by a man who took her to the school parking lot and raped her.

NEITHER PERSONNEL NOR FACILITIES SECURE

In addition to our primary concern, the safety and security of our students and school personnel, it is obvious that the safety of school facilities is also not being guaranteed. The primary function of school systems cannot be carried out without it being insured that they will be safe from destruction and death.

Are school facilities and equipment being destroyed? Yes they are.

There is a bright yellow cardboard chart near the window of Marc Haverson's classroom at the Mann School that bears the unlikely inscription: "Our gerbil diary." Haverson's fifth graders used it to record the day-to-day activities of the class' three pet rodents, what they ate, how they played, how much they had grown. There is no entry for May 26 of last year. That is the day the gerbils were killed. And in a grisly act of school vandalism, scores of pets at the elementary school in Wynnefield, Pa. were killed by vandals who broke into the school over the Memorial Day weekend. They killed all the school pets, including gerbils, hamsters, goldfish, and birds, in more than 25 of the 40 classrooms.

Senator BAYH. Did they determine who did that?

Mr. GREALY. I do not know. This is an article that was sent to me. I have other articles here on vandalism which you have heard a lot about today. I guess the one I could probably best relate to you, it had the most impact on me.

I have a daughter near Alexandria who is with me today, my daughter Mary. We had dinner last night and she was relating to me, she is a speech therapist in the Alexandria school system and it goes beyond really the act of vandalism. But I guess her key possession in treating her students is her equipment where she records the speech of the children. And one weekend they broke into her school and took her equipment, which means she was set back for 6 months before she could get back to treating those students to detect where was their impediment, why could they not speak. And what they do, as you probably know, is they play the tape over and over and listen so they can detect where the impediment is and treat it. Well, it was 6 months before she was able to replace her equipment. And she has to look at those kids every day knowing that she is not going to help them and maybe never correct that speech impediment that they have.

In Atlanta, Ga., we had a 13-year-old boy, and the police described him as screaming like a panther and fighting like a tiger, and he was charged with six counts of school burglary and one count of arson. What he did with the arson, of course, he tried to burn down one of the schools after he had been in there and he figured he would remove all of the evidence of his fingerprints from which the police might be able to locate him.

ARSON—MOST DESTRUCTIVE CRIME TO SCHOOLS

Arson is something that has not been touched on too much today, so I would like to spend a little time on that. It is by far the most damaging and disheartening crime occurring in our schools. Six years ago there were a total of 13,200 school fires that resulted in damages of $52 million. There were 20,500 fires in 1971, resulting in $87 million in damages. The past year will easily be over $100 million in cost and that would provide a lot of quality education, as you pointed out before, for a lot of children.

Senator BAYH. Excuse me, Mr. Grealy, so we can make certain we know exactly what you are saying. Was the $100 million worth of damage from the fires all arson-related or could there have been some nonarson involved?

Mr. Grealy. No. As I point out, these are all arson-related fires. Arson was definitely ruled the cause of a fire Christmas Eve which caused $250,000 damage to Warrington Elementary School in Pensacola, Fla. Practically every room on the bottom floor was destroyed causing students to go on double sessions upon their return from the Christmas vacation. In the latter part, like with Mary's class, there is the added thing you have to deal with, not only the damage but doing without the equipment and the facilities.

In my school system we had six young boys ranging in age from 6 to 11. They set fire to the Deerfield Park Elementary School in Deerfield Beach, Fla., causing $200,000 worth of damage. They could give no reason for setting the fire and they also admitted setting a previous fire at the same school.

A four-alarm fire described as the worst in the history of Irving, Tex. gutted the structure of Bowie Junior High School causing an estimated damage of $750,000. A former student was identified as the one that set that fire. Flames shot up from 40 to 50 feet in a fire that did $400,000 worth of damage to an intermediate school in Mission Viejo, Calif. More than 40 firemen had to fight the blaze and 8 rooms were completely destroyed.

Eunice Wyatt wept outside of Becker School in Austin, Tex., where arson caused $80,000 worth of damage. For Mrs. Wyatt, a 23-year veteran, with 25 first graders, it meant another classroom had to be found. She stated that it was not losing the classroom that bothered her because she could teach anywhere, even on the steps of the school if necessary. Her concern was the children. As she put her arms around one of the students, she commented, "We'll get us another room."

In Takoma, Wash., four strategically placed firebombs ignited a fire that raged out of control at Truman Junior High School causing an estimated $260,000 worth of damage.

A $1 million fire virtually destroyed the Lafayette, La., High School. It was the second fire at the school in a little over a month.

On last July 29 the resources wing of the Newport High School in Bellevue, Wash., was completely destroyed by fire, causing over a million dollars worth of damage, but worse than that, every book in the library was destroyed.

The costs of vandalism, theft and arson cannot be measured in dollars and cents alone. The loss of the use of the schools and equipment is not only depressing and frustrating but it places a tremendous strain on the principals and teachers who must attempt to function without them. They say concentration is the art of learning. How can you generate concentration under such disastrous circumstances?

SCHOOL BOMBING INCIDENTS

Another item that has not been touched on today—the FBI in their 1973 annual bomb summary reported a total of 2,955 bombing incidents, resulting in 22 deaths and 187 injuries. The total value of property damage due to bombings was over $7 million.

Of the 18 target areas listed, school facilities ranked fourth in the number of actual and attempted bombings, approximately twice as many as occurred at police and fire departments.

In Pontiac, Mich., 6 explosive devices virtually destroyed 10 schoolbuses for a loss estimated at $150,000. A bomb was disarmed 5 minutes before it was set to explode in Oakland, Calif. The device was discovered between two portable classrooms at a junior high school while classes were in session.

In West Palm Beach, Fla., a school superintendent's car was destroyed when a time-explosive device detonated under his car while he was attending a school board meeting.

SCHOOL SECURITY MUST BE COMMUNITY EFFORT

Now these are just some of the serious and many costly problems facing our school systems throughout the country. Educators are not trained to deal with such criminal activity and school systems are not equipped to cope with such activity. They must be furnished with qualified people who can set up a school security system to guarantee the safety and security of school personnel, facilities and equipment. The system must be a community effort involving the school, the students, the parents, law enforcement, juvenile authorities, the judiciary and all agencies and individuals interested in youth getting an education rather than becoming part of the criminal justice system.

In talking to principals and teachers I find that none of them really want to remove a student from the school, but in many instances if the class is to continue, the disruptive student must be removed, usually by being suspended. He is then placed on the street where he will inevitably become a police problem. We all know the cost of incarcerating a child as compared to educating him. By educating him he benefits and the community benefits. He should remain in school, but some alternative program must be provided, an alternative which will identify his problem, whether it be physical, psychological, curriculum, or home environment, so the problem can be treated with a view to getting him back in the mainstream with his fellow students.

HEW SAFE SCHOOL STUDY NOT REPRESENTATIVE

We in our association are concerned, Mr. Chairman, in fact alarmed over the state of the safe school study that Congress, in its wisdom mandated. Our membership has been advising me individually from across the Nation as to their reactions to this study. We feel that neither the intent of Congress nor its needs are being met. Instead of a full survey of all school districts in the United States, only a small sampling has taken place. It is actually not representative.

Our people are indicating their opinion of the so-called randomness of the survey, which seems to be rather a selection of schools not seriously affected by the school crime problem. Further, all sorts of limiting instructions are made. Of all things, what offenses are even listed are limited to those reported to the police. Vandalism, riots, serious trespass, demonstrations, believe it or not, are not included. In my own area where, in fact, I ran the FBI office for so many years I would say at least 9 times out of 10 representatives of the 29 different law enforcement agencies in the country will say, "Joe, you handle it." which we do; so they really would not have records of these things. This applies to many of the other school systems throughout the country.

Senator BAYH. Let me make certain I understand what you are saying.

The Safe School Study Act was passed last year authorizing HEW to study the problem of school violence which our subcommittee had been studying for some time prior to its passage. And you people feel that HEW is limiting the study by talking only with law enforcement officials, not school officials?

Mr. GREALY. They only want those matters that were reported to a police agency—those are the only ones they are accepting in the report.

I would like to read some comments here since you brought that up.

For the study in my district, we received a request for information on a list of 11 schools. This will give you some idea of what I am talking about. We have about 143 schools—of the 143 schools, the HEW-listed schools ranked as follows in total vandalism attempts: 31st, 34th, 36th, 54th, 75th, 113th, 124th, 125th, and 141st.

Senator Bayh. What happened to the others?

HEW-SELECTED SCHOOL FOR STUDY NONEXISTENT

Mr. Grealy. That is 10 right there; I did not list 11 because the 11th one has not been built yet; it does not even exist.

Senator Bayh. That is a pretty *good* track record—there will be no violence listed at that school!!

Mr. Grealy. That is what is coming out. And I know I would not be in business if there wasn't any. The total vandalism cost of the schools that they listed made up about 2 percent of the total vandalism. And obviously it is not a true picture of the vandalism in my school district.

Senator Bayh. What is the reason for that? I know you really do not want to impute people's motives, but why in the world would an agency of our Government—that was given this sober responsibility for finding the true dimensions of this violence and vandalism problem that affects our children, our teachers, our parents and our school communities—proceed with a survey design sophisticated enough to find only 2 percent of the violence?

Mr. Grealy. I would have to ask the same question.

Another thing, they named the schools to fill out in the report. I think the person in the school system handling the problem would be in the best position to determine what schools should be listed to get a true picture of the real problem. Only they could answer that. But it goes on. The same reaction has come from around the country. These were unsolicited, they come in to me by letter and some telephone calls. In Chicago, a reaction of disgust, as the results of the schools as listed would indicate that nothing was taking place in the schools. From the New Jersey Department of Education, a statement that as a result of this selection of the schools, the survey would be totally unrepresentative of the existing problems. From Lexington, Ky., an expression of how ridiculous, since none of the schools selected had experienced problems. From Phoenix, Ariz., did not know how selections were made, but the results certainly would not be indicative of the district's basic problems. From Indianapolis, Ind., a similar conclusion that the sites selected would not represent a true picture of crime in the schools. And also a bit of confusion, since one of the sites listed was the Juvenile Detention Center, which is not a school facility at all.

From Norwalk, Calif., in view of the limited nature of the survey, requests for the complete statistics of the entire district were sent to HEW. From Bellevue, Wash., the comment that there was no way that statistics on schools selected could give a true picture of the security problems. From Boulder, Colo., all the schools were in an area of no concern, resulting in the entire report being completed in 15 minutes. From Takoma, Wash., the schools chosen, for the most part, were the better schools and two had no problems at all. No reference was made to crimes against persons, which is our most serious problem.

From Highline Public Schools in Seattle, Wash., all except two of the schools listed were our least vandalized schools. The surveys called only for crimes referred to the police, while a majority of the incidents are handled by the school district's security department. Another concern was the addressing of the forms directly to the principals, who do not have the necessary data.

From Wichita, Kan., their comment that they were asked to comment on schools we never hear from. The reactions from the State of Florida have been typically the same.

School offenses, by the very nature of the whole thing, are not police reported, if the principal or the particular school disciplinary function can handle the corrective action needed. I would be surprised if 1 in 20 offenses are ever reported to the police. There are school districts that do not necessarily report offenses to the police. There are not totals of the people problems, the personal offenses, thus no indication of the fear character of those schools or districts.

SURVEY NOT INDICATIVE OF INTENT OF CONGRESS

The present survey simply will not portray for the Congress what is really happening in the schools.

Moneys have never been requested or appropriated to carry out section 825. Funding is in no way adequate for the National Institute of Education or the National Center for Education's statistics to do their full job.

We feel, Mr. Chairman, or recommend, that legislation be enacted to correct this crucial study, establish realistic reporting periods permanently, require all school districts be surveyed, cause to be appropriated $3 million to fund the study until it can become a permanent part of the responsible agency's budget.

Finally, Mr. Chairman, we of the National Association of School Security Directors strongly recommend that the Juvenile Delinquency in Schools Act of 1975 be enacted and an appropriation of $50 million to fund in each State one or more demonstration projects in crime-critical school districts; appropriate $50 million in discretionary funds for the emergency requirements of every truly high-intensity crime school districts.

Finally, we also recommend that funding for the Juvenile Delinquency Act of 1975 be restored and be appropriated, and that Congress be urged to do this.

I do, in closing, sincerely on the part of myself and the members of this association, want to thank you for what you are doing. And we are here to help and not to create any hysteria, but just to tell exactly what is going on. Because I firmly believe, listening to these people today, if you do not admit to a problem, how do you ever expect anybody to help you. And I would almost say, you do not deserve help. But I think we have to face up to what is going on, and then we can come up with the solutions. And you say, of course, that you people can do so much; but what I have found, after leaving the FBI and coming into the school system and checking around the country to see what was being done about school problems, that we need a clearinghouse; we need coordinated efforts. Now, you heard from different people here today different solutions, and a lot of them I can see you were very interested in, and you asked them to let me have those. And I think if we could have—we can only talk about the problems—if we could have a clearinghouse for solutions that are really being tried around the country and then share them with all people within the schools—the educators and all of the people trying to cope with these problems—I think we could come up with some meaningful solutions just by exchanging ideas or talking with one another.

And again, those people, those educators on the local level, I think they cannot shut themselves in. They had better be part of the community or else we will never solve the problem. And when I say part of the community, I mean the schools, the law enforcement, the judges, the family services—people that can treat with all of these problems that the dissident child is suffering from and can help them. The schools cannot do it alone. They can identify them at an early age—which would be good—but they, too, need the help of the law enforcement and the community to treat these problems.

So, I would say to you, in addition to the recommended things here, it is not only money, but it is bringing all these minds together that can identify the problems and come up with some meaningful solutions and exchange them with each other to help out.

PREPARED STATEMENT OF JOSEPH I. GREALY

I am here today to testify regarding crimes in our schools. Crimes involving people—students, teachers, school administrators, and parents. Crimes involving facilities and equipment without which school systems and their personnel cannot function.

The primary function of an educational system is to provide quality education. However, to carry out this function the safety and security of personnel, facilities, and equipment must be guaranteed.

They are not being guaranteed as evidenced by the statistics being compiled and the grim stories related through the news media each day.

A January 13 release by Education, U.S.A., bore the headline "Frightened School Officials From Coast to Coast are Being Confronted with Dramatically Escalating Student Crime, Violence and Vandalism." It cites a survey by the National Education Association's Center for Human Relations which reflected that inschool assault and battery had increased 58 percent over 1970; school robberies 117 percent; sex offenses 62 percent; and drug problems 81 percent. Los Angeles reported that oncampus incidents involving dangerous weapons had increased 159 percent and that 70 teenagers had been murdered so far this year, compared with 50 last year and 30 the year before. The use of drugs by students was reportedly increasing and serious crimes by girls under 18 have increased 306 percent since 1960. A Los Angeles school official stated that the effect of these criminal acts on other students is incalculable.

In my area of Fort Lauderdale, Fla., in Broward County, out of our 140,000 students, there is an annual rate of 11,000 delinquents. Of particular interest is the fact that the ratio of boys to girls that was 6 to 1 a short time ago is now 2 to 1.

It's merely a reflection of the national crime picture. The latest FBI uniform crime report for the year 1974, as compared to 1973, reflects that serious crimes increased by 17 percent. Violent crimes were up 11 percent, while forcible rape and aggravated assault each rose 9 percent. Murder rose 5 percent. Property crimes, larceny—theft rose 20 percent and burglary went up by 17 percent.

I am sad to say a good portion of these serious crimes is taking place right in our schools; not just in any one particular area but all over the country, both in urban and suburban areas.

Our NASSD studies and projections indicate that in 1974 the total money losses due to burglary, arson, vandalism, and other such offenses have turned sharply upward from the $500 million level and have soared to $594,100,000.

Burglary accounts for $243 million of this. Fire loss is now estimated at $109 million versus $90 million in 1973. Vandalism is 102.1 million or more and other related offenses $140 million.

The 1974 offenses are estimated at 12,000 for armed robberies, 204,000 aggravated assaults, 9,000 forcible rapes, and 270,000 burglaries.

If there are any doubts of juvenile involvement, I refer you to the Congress' initial and primary finding while considering the Juvenile Justice and Delinquency Act of 1974 and that was the fact that juveniles account for almost half the arrests for serious crimes in the United States. Before the summer was over, the Law Enforcement Assistance Administration had raised the figure to over 50 percent.

Where are the juveniles each day, including the delinquents? In our elementary and secondary schools.

Last year the National Education Association painted a stark grim picture with these facts:

There are nearly 2 million school-aged children who are not in school. Most of them live in large cities.

Of the students who are attending classes, more of them will spend some portion of their lives in a correctional institution than those who will attend all the institutions of higher learning.

Take any schoolday of the year, and you will find 13,000 kids of school age in correctional institutions and another 100,000 in jail or police lockups.

Of every 100 students attending school across the Nation, 23 drop out, 77 graduate from high school, 43 enter college, 21 receive a B.A., 6 earn an M.A., and 1 earns a Ph. D.

Crime and violence in central city schools are growing at unprecedented rates. In the higher schools of some cities there are literally thousands of students who have no interest in education, who roam the corridors, disrupt the classes, constantly look for trouble and foment it.

What are some of the things our school personnel must contend with? Murder and dangerous weapons? Yes!

Shotgun blasts fired near the Oakland unified school district administration building killed a school superintendent, Marcus A. Foster, and critically wounded a deputy superintendent, Robert Blackburn, who later died.

Each of the men were struck in the stomach with a shotgun blast as they entered an automobile after attending a school board meeting.

Last year in Chicago, Ill., a 14-year-old son of a Chicago policeman, shot and killed Rudolph Jezek, Jr., principal of an elementary school. The youth, who had been expelled, was armed with his father's .45 caliber pistol and a .38 caliber revolver. Upon entering the school he was confronted by the assistant principal, Gordon Sharp, and a school security guard, Ezekiel Thomas, both of whom he shot and wounded before gunning down the principal.

Police stated that the eighth grade student was apparently angry about being expelled and transferred from the school.

In Richmond, Va., a 16-year-old boy was killed and a 14-year-old girl wounded when they were caught in the crossfire of a gun battle between two youths in a corridor at Armstrong High School.

Wayne Phillips was struck by a bullet in the back of the neck and was dead when police officers arrived at the school.

Felita Julia Gardner was struck in the left leg and was not seriously wounded.

Witnesses stated that two youths, believed to be students, became embroiled in an argument just inside the entrance to the school. Suddenly they drew pistols and began firing in the school corridor as the students were going to their classes.

A 17-year-old honor student, preparing to enter Claremont College on a full scholarship, was attacked and stabbed to death by a group of six youths at John Glenn High School in Norwalk, California.

Other students and school personnel came to the aid of Francisco Villela when they saw him being beaten in front of the school cafeteria, but they were unable to prevent his being knifed in the heart.

Villela was attacked during the lunch period while on his way to the cafeteria. He attempted to elude his attackers but was caught before he could enter the cafeteria.

Villela was a member of the school soccer team scheduled to play the same day of his death. The game was canceled.

In Atlanta, Ga., a 16-year-old high school student was shot and wounded when youths in two crowded automobiles sprayed rifle and pistol fire into a group of students in front of David T. Howard High School.

The first shots were directed toward approximately a dozen girls who were standing in front of the school gymnasium after school had been dismissed for the day.

A second blast of shots was fired into a group of a dozen boys standing in front of the Administration Building.

Randy Malloy Brewer was treated at Grady Hospital for a bullet wound in his hip. Most of the other students scrambled for safety as the shots thudded against the school building.

Two Yorba Junior High School ninth grade students in Orange, Calif., were shot down by a classmate who shot one in the chest and the other in the buttocks with a .44 caliber magnum revolver.

The students were reportedly having an argument when the assailant pulled a gun from a Western holster on his shoulder and fired three shots, two of which hit the two boys, Douglas E. Rink and Chad E. Pearson.

An administrative assistant at Barberton High School, outside of Cleveland, Ohio, was shot and seriously wounded by a 17-year-old student whom he was reprimanding for repeated absences.

The student reportedly drew a gun while talking to the administrator, Frederick F. Crewse, Jr., and then fired three times before fleeing from the school.

Crewse was in serious condition as a result of two bullet wounds in his chest.

In one day in Dallas, Tex., a 15-year-old Rusk Junior High School student, Henry Wayne Vann, lay near death in Parkland Hospital after he was stabbed several times in the chest during a scuffle in a school corridor; a shop instructor, Rex Jones, Cary Junior High School, was clubed over the head with a mallet by a student, and Earl Wilson, a student at Sequoyah Middle School, was stabbed in the back by a 13-year-old student after an agrument on the school's playground.

At Locke High School in Los Angeles, gang warfare broke out during an afternoon dance in the multipurpose school building. Steel natural combs, chains, bricks, concrete blocks, walking canes and sticks were used as weapons.

The fighting spread into the surrounding community where beatings and firing into homes and automobiles were reported. One death resulted.

Similar activity continued at the school, leading one administrator to comment that the school officials found themselves using methods almost akin to Gestapo tactics to deal with the situation.

Assaults, rape and robbery? Yes!

In Los Angeles a kindergarten teacher was robbed in front of her class.

Mrs. Sylvia Kidd reported that a bandit walked into her classroom at the 95th Street Elementary School with a pistol in his hand and robbed her of $5 and her engagement and wedding rings.

She was then forced at gunpoint to an empty building next door, where she was ordered to take off all her clothes, obviously so that he would have more time to escape.

For the third time in one semester a teacher was raped on the grounds of a Houston, Tex., school. In each instance the intruder and perpetrator of the violence was an outsider, a person who had no business on the school grounds.

The teacher reported that she was in the music room of the school teaching a class when she felt ill, so she dismissed her class.

While sitting at the piano, she heard a soft voice behind her. When she turned around she saw a young man brandishing a small caliber pistol.

He intended to rob her but when he discovered she had only $3 in her purse, he ordered her to remove all her clothing and found she had no additional money.

He then ordered her to lie on the floor behind the piano where he raped her before walking casually out of the classroom.

In Tampa, Fla., an 8-year-old girl was lured away from the Tampa Bay Elementary School and assaulted in an orange grove north of Tampa.

The girl reported that she had never seen her attacker before but left the school with him because he said they were going to pick up a birthday cake for her teacher.

Two months later, in the same city, a 10-year-old girl was attacked as she stood at a street corner waiting for a schoolbus.

The girl was dragged to the backyard of a nearby home by a youth in his late teens who forced her to the ground and assaulted her.

In nearby Pensacola, a 15-year-old girl was abducted at gunpoint at a dance at the Pensacola High School by a man who took her to the school parking lot and raped her.

The girl related that a young man in his early twenties invited her to dance. As they began dancing he pulled out a gun and forced her to go with him to the parking lot.

In addition to our primary concern, the safety and security of our students and school personnel, it is obvious that the safety of school facilities is also not being guaranteed. The primary function of school systems cannot be carried out without being insured that it will be safe from destruction and theft.

Are school facilities and equipment being destroyed? Yes!

There is a bright yellow card board chart near the window of Marc Haverson's classroom at the Mann School in Philadelphia that bears the unlikely inscription: "Our gerbil dairy."

Haverson's 5th graders used it to record the day-to-day activities of the class' three pet rodents . . . what they ate, how they played, how much they had grown. There is no entry for May 26th.

That is the day the gerbils were killed.

In a grizzly act of school vandalism, scores of pets at the elementary school in Wynnefield were killed by vandals who broke into the school over the Memorial day weekend.

They killed all the school pets, including gerbils, hamsters, goldfish and birds, in more than 25 of the 40 classrooms.

They uprooted dozens of house plants, rifled teachers' desks, ransacked supply closets, destroyed a television set, broke windows and stole 30 casette tape recorders, an adding machine and $35. in cash.

"Coming to school isn't going to be as much fun anymore" said 10-year-old Stacey Wilson who concluded the vandals were "jealous, cruel people."

About 100 parent volunteers took part in "operation facelift" at the Wedgewood school in Seattle, Washington.

Budget cuts had prevented the painting of the school so the PTA, mostly mothers, led the drive "to do it ourselves."

The school district supplied the paint and the parents supplied the labor.

The job, six volunteers to a shift, two shifts a day, began on June 5th. They painted the hallways an appealing vanilla and the wall next to each of the 22 clasrooms with colorful floor-to-ceiling room numbers. They also painted the office and the teachers' lounge.

Then, sometime during the night of June 26th, young hoodlums broke into the school. In minutes they ruined many hours of volunteer work.

They used mops to smear the hallway floor with paint and paint thinner. They spattered paint on lockers. They sprayed the floors with fire extinguishers. They took petty cash from a secretary's desk and candy from the teachers' lounge where they dumped coffee grounds on the floor.

During one evening in Tacoma, Washington, vandals caused thousands of dollars worth of damage to three schools.

In Lincoln High School candle-burning vandals broke into 20 rooms, rifled desks, splattered ink on an art display and littered the office with paper and debris. Fire later broke out, contributing to approximately $10,000 damage.

The new Whitman school was an ink-stained, equipment-strewn mess.

The Stanley School had two storerooms ransacked, leaving the contents in mountains on the floor.

A dedicated teacher, Patricia White, visiting her school, the La Jolla High School, on a Sunday came upon teenage vandals who fled before the police arrived.

The vandals broke as many things as they could get their hands on. They knocked typewriters off desks, sprayed contents of fire extinguishers on interiors and emptied papers and contents of desks.

A 13-year-old schoolboy who "screamed like a panther and fought like a tiger" was charged in Atlanta, Georgia, with six counts of school burglary and one count of arson.

A student at Central Junior High, the boy was apprehended on his sixth school raid. He stole and damaged equipment and set a fire in one of the schools that caused considerable damage.

Arson, by far, is the most damaging, expensive and disheartening crime occurring in our schools. Six years ago, 13,200 school fires resulted in damages of 52 million dollars. 20,500 fires in 1971 resulted in 87 million dollars in damages. The past school year will easily reach the 100 million dollar mark. That would provide a lot of quality education for a lot of children.

Arson was definitely ruled the cause of a fire Christmas eve, which caused $250,000 damage to Warrington Elementary School in Pensacola, Florida.

Practically every room on the bottom floor was vandalized causing students to go on double sessions upon their return from the Christmas vacation.

Six youths, ranging in age from 6 to 11, set fire to the Deerfield Park Elementary school in Deerfield Beach, Florida, causing $200,000 damage. The boys who could give no reason for setting the fire, also admitted setting a previous fire at the school which resulted in more than $100,000 in damages.

A four-alarm fire, described as the worst in the history of Irving, Texas, gutted the structure of Bowie Junior High School causing an estimated damage of $750,000.

An 18-year-old former student, and his two younger brothers, were later charged with arson. The fire was reportedly set to coverup their breaking into the school.

Flames shot up from 40 to 50 feet in a fire that did $400,000 damage to an intermediate school in Mission Viejo, California. More than 40 firemen fought the blaze. Eight rooms were completely destroyed.

Firemen stated that the fire was of a "suspicious origin."

The school principal, Donald C. Hickman, announced that school would continue but that the damaged classrooms would pose a problem.

Bystanders, including some of the school students, helped firemen salvage some school equipment in an attempt to lessen the damage.

Eunice Wyatt wept outside Becker School in Austin, Tex., where suspected arson caused $80,000 worth of damage.

For Mrs. Wyatt, a 23-year veteran, and her 25 first graders it meant another classroom had to be found. She stated that it was not losing the classroom that bothered her because she could teach anywhere, even on the steps if necessary. Her concern was the children. As she put her arms around one of her students, she commented, "We'll get us another room."

Four strategically placed firebombs ignited a fire that raged out of control at Truman Junior High School causing an estimated $260,000 worth of damage.

Administrative offices, a science laboratory and several classrooms were destroyed causing classes to be canceled.

Two junior high students were arrested and charged with the arson. They claimed they wanted to get even with the principal and did it on a dare.

A $1,000,000 fire virtually destroyed the Lafayette, La., high school. It was the second fire at the school in a little over a month.

Some 50 firemen fought the blaze for over 4 hours before bringing it under control.

On July 29 of last year, the library facilities of the Newport High School in Bellevue, Wash., were completely destroyed by fire, causing over a million dollars worth of damage but, worse than that, every book in the library was destroyed.

As in most cases, the arsonists were apprehended but that in no way minimized the loss and frustrations caused by their act.

In my school system, during the first 5 months of this school year we have suffered a 94 percent increase in fire damages due to arson.

The costs of vandalism, theft, and arson cannot be measured in dollars and cents alone. The loss of the use of the schools and equipment is not only depressing and frustrating but it places a tremendous strain on the principals and teachers who must attempt to function without them. They say concentration is the art of learning. How can you generate concentration under such disastrous circumstances?

The FBI uniform crime reports, in cooperation with the National Bomb Data Center, prepare an annual bomb summary made up of a comprehensive report of incidents involving explosive and incendiary devices in the Nation.

Its 1973 summary reported a total of 2,955 bombing incidents; 2,599 devices were used: 48 percent or 1,235 being explosive in nature, while 52 percent or 1,364 were incendiary.

Twenty-two deaths and 187 injuries resulted from the incidents; 138 injuries and 18 deaths occurred in connection with explosions and 49 injuries and 4 deaths with incendiary devices.

The total value of property damaged due to bombings was $7,261,832. Explosive bombs resulted in $5,346,742 damage while incendiary devices caused $1,915,090 damage.

Of the 18 target areas listed, school facilities ranked fourth in the number of actual and attempted bombings, approximately twice as many as occurred at police and fire departments. Most of the bombing incidents against the schools were motivated by malicious destructive feelings against the establishment.

In Pontiac, Mich., six explosive devices virtually destroyed 10 schoolbuses for a loss estimated at $150,000.

A bomb was disarmed 5 minutes before it was set to explode in Oakland, Calif. The device, constructed of three sticks of dynamite, was discovered between two portable classrooms at a junior high school while classes were in session.

In West Palm Beach, Fla., a school superintendent's car was destroyed when a time explosive device detonated underneath his car while he was attending a school board meeting.

Two adjacent schools were damaged in Woburn, Mass., by firebombs which were tossed into the buildings. The extent of the damage to the schools was set at over $100,000.

Three teenaged boys were arrested by Federal agents in Seattle, Wash., in connection with their bombing of a high school and a community college.

Pipe bombs were exploded at each facility and a Federal agent summarized the motive for the explosions by stating: It was a challenge of who could do the most destruction to what targets were available.

The youths were described as coming from good middle class to upper class families and one of them was listed as a high school dropout.

Another serious and costly problem is the telephoned bomb threat. In addition to the disruption of school it is estimated that with the involvement of police and fire personnel, a typical telephoned bomb threat costs between $2,000 and $3,000.

During the year 1973, 6,689 telephoned bomb threats to schools were reported to the FBI.

Based on cost estimates you can figure on between $15 and $20 million. Again, it is quality education which is the loser.

The National Commission on Marihuana and Drug Abuse found that 6 percent of our high school pupils had used heroin. This means that 1½ million of our schoolboys and schoolgirls are already gravely endangered by that menace. The survey of high school pupils showed 8 percent tried hallucinogenic drugs—LSD, mescaline, payote; 5 percent cocaine; 8 percent "speed"; 7 percent barbiturates; and 5 percent had tried painkillers such as morphine and codeine.

The report cited that in the last 2 years in New York City, 500 teenagers died because of narcotic addiction. One boy, Walter Vandermeer, aged 12, was the youngest child in the city to die of a drug overdose. His body was found on the floor of a bathroom. Beside the boy were two glassine envelopes that appeared to have contained heroin, a syringe, a needle, and a bottle cap. All the necessary paraphernalia to prepare heroin for intravenous injection.

Today drug abuse in our school has become so extensive and pervasive that it is only the uniquely gifted and self-possessed child who is capable of avoiding involvement in some form of drug abuse.

It was estimated that the trail of devastation being left will take a decade to remedy.

These are just some of the many serious and costly problems facing school systems throughout the country.

Educators are not trained to deal with such criminal activity * * * and school systems are not equipped to cope with such activity.

They must be furnished with qualified people who can set up a school security system to guarantee the safety and security of school personnel, facilities, and equipment.

The system must be a community effort involving the school, the students, the parents, law enforcement, juvenile authorities, the judiciary, and all agencies and individuals interested in youths getting an education rather than becoming part of the criminal justice system.

No principal or teacher wants to remove a student from school but, in many instances if the class is to continue, the disruptive student must be removed, usually by being suspended. He is then placed on the street, getting farther behind in school, and where he will inevitably become a police problem. We all know the cost of incarcerating a child as compared to educating him. By educating him, he benefits and the community benefits.

He should remain in school but some alternative program must be provided. An alternative which will identify his problem * * * whether it be physical, psychological, curriculum, or home environment * * * so the problem can be treated with a view to getting him back in the mainstream with his fellow students.

These voids must be filled. How can they be filled?

We are very concerned, Mr. Chairman, in fact alarmed, over the state of the safe schools study.

The Congress, in its wisdom, foreseeing the need of plentiful background information and working data in order to consider fully the permanent "Safe School Act" proposals, enacted as section 825 of Public Law 93-380 the following mandated very comprehensive investigation, study, and supporting research:

> ### PUBLIC LAW 93-380, THE EDUCATION AMENDMENTS OF 1974
>
> SEC. 825. (a) The Secretary shall make a full and complete investigation and study, including necessary research activities, during the period beginning upon the date of enactment of this Act and ending June 30, 1976, to determine—
>
> (1) the frequency, seriousness, and incidence of crime in elementary and secondary schools in the States;
>
> (2) the number and location of schools affected by crime;
>
> (3) the per-pupil average incidence of crimes in elementary and secondary schools in urban, suburban, and rural schools located in all regions of the United States;
>
> (4) the cost of replacement and repairs of facilities, books, supplies, equipment, and other tangible objects seriously damaged or destroyed as the result of crime in such schools; and
>
> (5) the means by which crimes are attempted to be prevented in such schools and the means by which crimes may more effectively be prevented in such schools.
>
> (b) Within thirty days after the date of the enactment of this Act, the Secretary shall request each State educational agency to take the steps necessary to establish and maintain appropriate records to facilitate the compilation of information under clauses (2) and (3) of subsection (a) and to submit such information to him no later than seven months after the date of enactment of this Act. In conducting this study, the Secretary shall utilize data and other information available as a result of any other studies which are relevant to the objectives of this section.
>
> (c) Not later than December 1, 1976, the Secretary shall prepare and submit to the Congress a report on the study required by this section, together with such recommendations as he may deem appropriate. In such report, all information required under each paragraph of subsection (a) of this section shall be stated separately and be appropriately labeled, and shall be separately stated for elementary and secondary schools, as defined in sections 801(c) and (d) of the Elementary and Secondary Education Act of 1965.
>
> (d) The Secretary may reimburse each State educational agency for the amount of expenses incurred by it in meeting the requests of the Secretary under this section.
>
> (e) There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this section.

Our membership has been advising me individually from across the Nation as to their reaction as a result of receiving, only now, the first survey forms, action requests, or other information. I have some of these letters with me.

Our concern is multifold. I will list them as follows:

The questionnaires, the samplings, and the scope of the study do not meet the requirements set forth by the Congress in section 825.

We feet that neither the intent of Congress nor its needs are being met.

Instead of a full survey of all the school districts in the United States, only a small sampling is taking place.

It is not representative.

In fact the individual school sampling had eliminated from it those schools previously surveyed on an unpopular "school athletic accident survey," an arbitrary action which destroyed the randomness purported to be a factor of the sampling.

Our people are indicating their opinion of the so-called randomness of the survey which seems rather to be a selection of schools not seriously affected by the school crime problem.

Further, all sorts of limiting instructions are made.

Of all things—what offenses are even listed are limited to those reported to the police. Vandalism, riots, serious trespass, demonstrations, believe it or not, are not included.

School offenses, by the very nature of the whole thing, are not police reported if the principal, or the particular school disciplinary function can handle the corrective action needed.

I would be surprised if 1 in 20 offenses are ever reported to the police.

There are school districts that don't necessarily report offenses to the police.

There are no totals of the "people" problems, the personal offenses, thus no indication of the "fear" character of the school or district.

There further is no breakdown whatsoever to indicate loss expense due to vandalism, arson, burglary, et cetera—only a gross loss figure for losses of supplies, equipment, and plant.

The present survey will simply not portray for the Congress what is really happening in the schools.

Moneys have never been requested or appropriated to carry out section 825.

Funding is in no way adequate for either the National Institute of Education or the National Center for Education Statistics to do their full job.

We fail to find a scientific approach to what is a most vital area of data regarding our children, schools, and their very lives and existence.

Mr. Chairman, we recommend that legislation be enacted, perhaps by amendment to the Juvenile Delinquency Act of 1975, to correct the safe schools study implementation as follows:

1. Establish a more realistic series of reporting periods, both for the school districts, and for the Congress.
2. Require that all U.S. school districts be surveyed, and that individual school sampling be more realistic.
3. Responsibility for this major crime survey be assigned to a Federal agency which is experienced in crime data collection and analysis.
4. Continue and fund the present school oriented group effort insuring full analysis by the National Institute for Education and total and unlimited school district survey by the National Center for Education Statistics of the Department of Health, Education, and Welfare. Further all agencies in paragraph 3 and 4 should serve as the steering, as well as actively participating, group on all phases of the safe school study.
5. Cause to be appropriated $3 million to fund the study until it can become a permanent part of the responsible agencies' budget.

Finally, Mr. Chairman, may we of the National Association of School Security Directors strongly recommend as follows:

1. The Juvenile Delinquency in Schools Act of 1975 be enacted.
2. The measures we proposed to properly correct the direction and insure the success of the safe schools study be very expeditiously, and with urgency, placed into effect. This must be done with special emergency legislation amending the Juvenile Delinquency Act of 1974, or otherwise. It has an extreme time problem and should advance separately if it is to be of help to Congress and the American people.
3. Fund in each State one or more demonstration projects in crime critical school districts which include measures to prevent juvenile delinquency from even starting in the school; renovation of facilities for alternative education programs; utilization of security technology to prevent and stop the huge losses of supplies, equipment and buildings, including the use of security systems and personnel.

Fifty million dollars should be appropriated as special emergency legislation for this innovative demonstration program. It must be underway and ready to stimulate and use, as appropriate, in all other school districts when the permanent program goes into effect.

It should be discretionary funding in order to expedite its effectiveness.

4. Special discretionary funding should further be appropriated in an amount of at least $50 million for other truly high intensity crime school districts to meet emergency requirements until the safe schools study is more informative for the Congress and the Congress can enact the permanent Juvenile Delinquency in the Schools Act of 1975.

NASSD THE NATIONAL ASSOCIATION OF SCHOOL SECURITY DIRECTORS

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January 15, 1976

Honorable Senator Birch Bayh
Senator of the United States
United States Senate
Washington, D.C. 20510

Dear Senator:

In connection with the supplemental questions you referred to me I have canvassed our members throughout the country and their responses were amazingly consistent. I will list the questions with a summarization of their replies.

Q. The Subcommittee has repeatedly heard that many of the problems in schools are a result of intruders or outsiders congregating around school property or attempting to enter the school itself. In your opinion does this appear to be a valid observation?

A. Yes!

Including students from other schools
Dropouts, former students
Trespassers and disrupters
Availability of cars
Drug and parking lot "rip-offs"
Assaults, extortions, robberies
Pose number of security problems

Q. Are a substantial number of these outsiders dropouts, truants or former students who have been suspended or expelled from the school system?

A. Yes!

Practically all consist of dropouts, truants, suspended or expelled students

Q. Would alternative programs designed to retain these youngsters in some form of school setting be helpful in reducing the intruder problem?

A. Yes, if designed to function properly!

Alternative schools should not be the dumping grounds for unwanted students

Alternative schools must be meaningful and programed to meet the needs of its students

Alternative schools should identify, treat and make every effort to correct the students' problems with an objective of getting them back into their regular schools

There must be a willingness to attend and acceptance of the rules and regulations so necessary to carry out such a program

Arrangements must be implemented to insure the safety and security of all participants

Q. In your experience as President of the National Association of School Security Directors how are properly trained security personnel helpful in controlling and reducing problems of school violence and vandalism?

A. Educators are trained to teach

They have no experience or training in security and therefore have little success in attempting to cope with the problems of school violence and vandalism

Properly trained personnel to recognize the problem and how to implement solutions

Carefully selected personnel

Communicate, understand and relate to the students

Utilization of such personnel avoids serious and costly problems

They breach the gap between educators and the community, particularly with law enforcement

The low police image profile results in a close rapport with students and staff

My own experience in utilizing a resource person in each high school has been very rewarding. Briefly, they have law enforcement experience and training, are not in uniform and not armed. One resource person at a high school last year effected a recovery of stolen property valued at double his salary. In addition, he handled all the other problems at that school such as assaults, extortions, disruptions, drug abuse, bus incidents, bombing matters, etc., on which no dollar saved value can be placed. As a matter of fact that school was bombed and before the school day was over, the resource person had identified and involved the three students responsible. In addition, they admitted to seven other unsolved bombings that had occurred off school grounds

Q. What type of training would you recommend for school security personnel?

A. A combination of educational and law enforcement training because he will be dealing with crimes in the schools

A training that would include basic law enforcement and school security

The training should include such courses as psychology, human relations, community relations and public relations so he will develop the ability to work with students, administrators, parents and pertinent community agencies

The results will reflect directly on the quality and quantity of the training and in-service

The FBI, through its Academy in Quantico, Virginia could institute such a course that could be emulated by police academies throughout the country, many of which are presently being conducted in Universities, Colleges and Community Colleges

Q. What types of equipment or building renovations are helpful in reducing vandalism costs?

A. The obvious equipment involved are alarms, radio equipment, less windows or unbreakable glass, lighting, fencing, secure locks, elimination of hidden areas, relocation of bicycle racks, landscaping.

Once again, educators have no training and little knowledge of such equipment and architectural problems

For example, there are many different types of alarm systems which are costly but effective. More importantly, school systems must be able to select an alarm which will respond to their particular problem. Very few of them have anyone expert in this field and many sad and costly experiences have resulted. This type of information and knowledge could be included in the training.

I have limited my responses to your questions and obviously I could elaborate on them in much more detail. However, in the interests of time I did want to get these responses back to you.

For your information I will be in Washington about the middle of February and I would be happy to further discuss these matters after you, and your aides, have had an opportunity to review the summarized answers.

I would like to advise you that recently I met with Clarence Kelley, Director of the FBI, who together with the Police Foundation, is conducting a crime resistance program by encouraging more citizen involvement in the crime problems. One of the four areas being surveyed under this pilot program is our youth. He is very excited about this program and is very interested in the programs I have implemented. He wants to effect school participation which I feel is very necessary, especially at the elementary school age.

A crucial point is that educators and law enforcement must be brought together in a joint effort to attack school crime. I feel the possibility of the FBI, through its country-wide coverage, facilities, training and knowledge, would be the logical agency to bridge the gap which now exists between education and law enforcement.

Sincerely yours,

Joe

Joseph I. Grealy
President

JIG:cmw

CLEARINGHOUSE TO EXCHANGE IDEAS AND SOLUTIONS

Senator BAYH. I think that is a very good suggestion. I have never believed that problems can be cured by sweeping them under the rug. On the other hand, we do have good school systems and we are educating a lot of topnotch young men and women. And administrators, security people, teachers are coming to grips with some of these problems successfully. It seems to me that your suggestion of a clearinghouse is a very salutary one.

I wonder just what meaningful role this subcommittee can play in the solution of this problem while understanding there is a great temptation on the part of some of us at the national level to rip out of here with one or two press conferences and a couple of hearings and then close shop; or on the other hand, to present a strictly Federal solution to the problem that is primarily local in nature.

I hope that this subcommittee will, as it has in the past, resist either temptation.

Thank you for the contribution that you and your organization made to the passage and now to the funding of the Juvenile Justice and Delinquency Prevention Act of 1974. This, of course, goes hand-in-hand with the problems of vandalism and violence in the schools. You were very helpful on our behalf at a critical time in the development of that legislation.

I am advised by staff—who learned earlier today—that one of the problems that the people conducting the study apparently had, was that their funds were severely limited. They received a call the other day that they were going to receive some more funds. Perhaps that was just coincidental because it happened 2 days after we had the press conference announcing these hearings. Coincidence or not, I trust those funds will be helpful and that the study can be more comprehensive.

When we talk about the National Association of School Security Directors, and we talk about school security in a professional job-oriented sense, what type of people are we talking about? What kind of personnel have you found successful? Are we talking about plainclothes people, uniformed people? Are we talking about armed people? What types of security have met with success?

Mr. GREALY. Many and varied systems; all you described, so I will not repeat that. Not all that I agree with.

Senator BAYH. Do we have a success ratio where some succeed and others do not? Or is it not that simple?

Mr. GREALY. No, it is not that simple.

You know, when you talk—you bring in the armed guards and stuff—when you get a total disruption in school, of course you call in the police and they are armed, and this is a little different. It is a temporary relief. You have to go beyond that into the school; you have to deal with the students and deal with the parents.

I can tell you in my particular school system, I also handle safety and human relations in my system. And my security approach is a human relations approach, and we have a child in trouble, we either the same day or at the latest the next day, involve the parents. And the typical parent reaction, of course, is my boy can do no wrong; which we are all that way and, of course, with pride. You should be that way until you find out differently. But anyway, what we do, we talk to the parents and they do come in and want to tear up the school and tear up the teacher and tear up the principal because they are all wrong, and all we do, we are almost like a third party, and we relate what the boy has already told us that we did.

Senator BAYH. Excuse me.

Am I that old fashioned? Is that the average parental response? I remember when I was a kid, I would become involved in pranks at school and I was not as concerned about school discipline as I was with the fact that if I got one lick at school I would get 10 when I got home. And I honestly believe my son, with which my wife and I are blessed, has not had critical problems. But I am certain that that is the kind of feeling that he must have had; that we would be just, and we would listen, but we would not tolerate any nonsense. Have parents lost that feeling these days?

REPEAT OFFENDERS

Mr. GREALY. Yes, because you are talking about the parents who know what their children are doing. I am talking about the parents of a child who is a repeated offender. One of his problems is, of course, he is being sheltered by his parents—that he can do no wrong, and they will not face up to the fact that he has a problem. But on the other side of the ledger there is hope, because our experience has been that when we do involve the parents—and what we do is, we have the student in also and ask, now you tell us what you told me yesterday—and of course, they will look down and not look at anybody, and they do relate what happened. And, fortunately, you can see a change in the parents, a change in their attitude, because now they are concerned that he is going to get kicked out of school and they want to keep him in there. And instead of an antagonistic attitude, they do a change in midstream and thankfully they will say, "What can we do to keep him in school?" So, this is good and this is why I insist on involving the parents; because the amazing thing to me is how many times the parents do not even know the child is a problem child. It is the first time it has been brought to their attention.

Senator BAYH. It does not speak very well for the parents, does it?

Mr. GREALY. That is right.

Senator BAYH. But I guess, as we discussed earlier, that is part of the problem that we cannot solve here. We can hold press conferences and talk about parental responsibility, but that does not make it happen in Prince Georges or Arlington or Fort Lauderdale or Indiana.

Mr. GREALY. But I do think you are the leader now in what you are doing, in focusing on these things. As you said, we have just scratched the surface. We could be here a week with all those people you had here; you were just touching on things. And there are solutions to these, there are ways of involving the parents.

In the State of Florida each school system each year gets a report card from an advisory committee that sends it to the State legislature as to how it reported that system for that year. Now, in our particular school system, what our superintendent did, he took that as a guideline and he set up an advisory committee in each school in the district. So he gets a report card on each of his principals. And the principal works with the advisory committee—made up of parents, students, law enforcement people, everybody in the community that has an interest in the school—and it is amazing. One of their primary concerns is safety and security of the students and facilities.

Senator **Bayh**. Have security personnel been more successful when they were in uniform, out of uniform, armed or not?

PREFER NONUNIFORM SECURITY PERSONNEL

Mr. **Grealy**. Well, in the system I set up we never had uniforms. I think a uniformed person is—limited in what he can do in a school. I have a program—we have a Safe Schools Act in the State of Florida—and I utilize that money to put a resource person, I call him, for sake of another name, at each of the high schools. And that person works with the principal, in cooperation with him, and he handles all the problems of school security at that school. Now he uses the students; they work with him. Each hour of the day we have a study period, and so he has a group of kids—there is a different group in each study period. He started off with three students who wanted to get into a program. In the high school parking lots are their cars; most of them are paying for them by working after school. And you think you treasure your material. They really do treasure their cars and the equipment they have in them.

The resource person started with three boys working in the parking lot, just to detect anybody that was lurking around or doing anything to the cars, and report back to him. Now he has a waiting list a yard long of boys and girls that want to get involved in this program. So they do want to get involved.

Now this type of person also has different programs. He works the hallways; he walks—I can tell you at any one of my schools where the problem areas are, if it is an assault thing, an extortion thing in the restrooms, things like that. So he concentrates on those areas. He also works with the potential delinquent student to find out what his problem is, why he is going to be suspended, to attempt to avoid suspensions. And these are many and varied reasons. Some children he gets with the parents and recommends that they do drop out of school and go to work. And our experience with them is, the large percent after 6 months or so, they want to come back and go to school again.

Senator **Bayh**. It sounds to me that the kind of men and women you are describing has to be rather sophisticated, understanding, and sensitive to a lot more than just the traditional aspects of security work.

Mr. Grealy. Well, he is a selected person. I would say half of them are police-oriented-type people and half are school-oriented people. But we are having more success with the police-oriented people.

And when I say in my area—I have a man who was from Westchester, New York, for example; he was a captain there. He is retired, and he had 200 people under his command. And he works for me as a resource person in my school. And he just does a fantastic job. He just wants to supplement his retirement money.

Senator **Bayh.** I think it is most unfortunate, as we try to mobilize the resources to deal with this problem, that in the minds of some young people law enforcement officials are wrongly stereotyped as being insensitive and incapable of dealing with youth problems. Of course, there are law enforcement officials, like there are senators and others, that are different.

But right in the seat where you are seated now, Mr. Grealy—4 years back when we were first starting our Juvenile Justice Act and Runaway Youth Act, which are now part of the Juvenile Justice and Delinquency Prevention Act of 1974—the major in charge of juveniles for the Montgomery County Police was one of the most articulate spokesmen for the development of the runaway youth program, which is a very sensitive approach and certainly a broader approach than the traditional hardware law and order approach.

Is it fair to say, at the risk of oversimplification, that this problem can be met without arming school officials with .38's?

Mr. Grealy. Well, there is no doubt in my mind.

However, each system and each area can present a different problem. And depending upon what the problem is or the extent of it or the nature of it is how you treat it.

Now, the reason I was asked to go over to the school system originally was because we were integrating our schools and anticipating problems. So I did go over and looked into it. Of course, having been very close with the law enforcement agencies in the county, I called on them to work with us and I utilized police officers in the schools on the condition that I could select the ones that would be in the schools. And I identified our potential problem schools and we utilized police officers in them.

And I do not want to hold you here, but very briefly, right in line with what you were saying, there are some that are sensitive and some that are not sensitive; but two or three quick examples.

We had buses arriving with all black students and we had buses arriving with all white students. This, we soon learned, was a potential problem situation. One officer there bought some frisbees and he got a frisbee game going in the morning while they were waiting to go into school; because waiting around, this is when somebody says something and the trouble begins.

And they had an elimination tournament and everybody crowded around, and he kept them so occupied—which is the answer; keep them occupied—that he never had any problem.

We had another one who is an amateur magician, and when his buses arrived, he would have oranges or something and he had tricks going, and they could not wait to get to school to see what he was going to do.

The third one we had was a Sergeant Green—and this was about 4 years ago; we have integrated our schools now—and it was at the time that the expressions "pigs" and "fuzz" were in the vernacular. And when he walked by about five kids, a group, naturally; and he got "fuzz" and "pig" and stuff like that. Now, he could have reacted, grabbed them by the back of the neck and he would have had 200 kids and what do I do now. But he did not; he ignored it. But he recognized the kid that was doing the talking, so about 3 days later he saw this kid; he was looking for him. And he said, son, what is your name? John Jones. And he said, I bet everybody calls you Johnny. And the kid said, that is right. And he said, see this plate? He said, I am Sergeant Green; that is what I would like you to call me. Yes, sir. He said this kid turned out to be one of his closest friends at the school because of the way he handled it.

So these are examples of how it can be done. Now, he could have easily created a riot at that school by grabbing that kid by the back of the neck.

When I am informed that a teacher suspects that a child is having a drug problem; generally, the teachers don't want to be involved but feel that I should contact the parents. Again, a difficult problem arises.

In a situation like that, where the teachers and parents are involved you must use tact. The teachers are concerned, but they tell me if I say he's on drugs, he'll sue me. And I say, you do not have to say a child is on drugs. You know he has a problem, and you see his grades have gone down, and he is falling asleep in school and not coming to school, and there is obviously something wrong with him.

I tell them if he had an attack of appendicitis, you would not stand there and say, well, I am not going to get involved. He needs to be medically treated, so I instruct them to call in the parents, show them on the record that he or she has a problem, and they will immediately say, is he on drugs. And I will say, well I am not a medical person. I cannot answer that, and I would suggest you go to the family doctor, and in our county, of course, we have various rehabilitative services to treat that type of student and get him back into school where he belongs.

DRUG TRAFFICKING—POLICE MATTER

But the selling and the possession, the criminal acts, I strongly feel that this is a police matter, and it is a matter that should be handled by police, and again we have a problem of getting the police and the school people together. They could easily sit back and criticize, but this does not correct anything, and again, like you, and you know, what you are doing could bring together the minds around the country with getting these people together and getting them talking to each other and coming up with solutions.

My concern with drugs in our school system is: Where are they coming from? Who is supplying them? Who is bringing them in? And to me this would be determined by police investigation.

Now, when I have a principal and he comes to me and he obviously has a problem. In Broward County the sheriff heads up a drug law enforcement team. We have 29 law enforcement agencies, and it is made up of officers from different departments, and they work throughout the whole county on drug abuse cases, so what we do—they have someone who looks like a high school student, and we utilize him to work in the schools and find out just where it is coming from, who is supplying it, because those are the people we want.

The students, my concern with them is how do we cure them? How do we get them off drugs, and how do we convince them that this is not the way for them to go?

Senator BAYH. Well, I think we have belabored you long enough, Mr. Grealy and your colleagues, Mr. Burton and Mr. Blauvelt.

I hope we can continue our communication, and again I want to thank you for your contribution, both for what we are doing today and what you have done in the past. I have faith that we can continue to keep making progress as long as people like yourself are working to reduce violence and vandalism in the schools of our Nation.

My gratitude to you for what you are doing here as well as what you are doing in Fort Lauderdale and throughout the country.

We will recess pending the call of the Chair.

[Whereupon, at 3:30 p.m., the subcommittee was recessed, subject to the call of the Chair.]

SCHOOL VIOLENCE AND VANDALISM

Nature and Extent

TUESDAY, JUNE 17, 1975

U.S. SENATE,
SUBCOMMITTEE TO INVESTIGATE JUVENILE DELINQUENCY,
COMMITTEE ON THE JUDICIARY,
Washington, D.C.

The subcommittee (composed of Senators Bayh, Hart, Burdick, Kennedy, Mathias, Hruska, and Fong) met, pursuant to notice, at 9:15 a.m., in room 318, Russell Senate Office Building, Senator Birch Bayh (chairman of the subcommittee), presiding.

Present: Senator Bayh.

Also present: John M. Rector, staff director and chief counsel; Mary Kaaren Jolly, editorial director and chief clerk; and Kevin O. Faley, assistant counsel.

Senator BAYH. We will convene our hearing this morning.

The subcommittee's enabling resolution, S. Res. 72, section 12, 94th Congress, is hereby noted for the record.

OPENING STATEMENT OF SENATOR BIRCH BAYH, CHAIRMAN

Senator BAYH. Today the Subcommittee To Investigate Juvenile Delinquency will hold the second in a series of hearings on phenomena that are most disturbing to those concerned with the future of our children and our country—the problems of violence and vandalism in our elementary and secondary schools.

In April of this year I released the subcommittee's preliminary report entitled, "Our Nation's Schools—A Report Card: 'A' In School Violence and Vandalism" which outlined the extent of these problems. This report, unfortunately, but unmistakably affirms that we are facing a crisis of serious dimensions in American public education. Following the release of our report the subcommittee held an initial day of hearings to receive testimony from superintendents of four of the Nation's largest school systems as well as representatives of teacher, administrator, and school security organizations. For those of us particularly concerned with the future of our young people, the picture of violence and vandalism in our schools presented by their testimony is indeed a sad and frightening one.

In Philadelphia, for instance, 278 students were assaulted in the schools in 1974, an increase of 38 percent over the previous year. In New York there were 190 reported robberies in the schools and over

1,500 assaults. Last year 251 teachers and administrators were the victims of serious physical assaults in the Los Angeles school system.

In addition to an alarming and increasing rate of violence, these superintendents reported that, because of an ever-escalating level of vandalism in their schools, their systems are forced to expend enormous amounts of money on repair, replacement, and protection of school property.

Last year alone vandalism cost the school systems in Chicago and Los Angeles a total of $17 million. The diversion of these schools' funds from educational goals is effectively depriving these cities of the services of over 1,400 experienced elementary and secondary school teachers. On a national scale we could, without increasing taxes by 1 cent, provide our children with 50,000 additional experienced teachers for the same amount of money we are currently spending as a result of vandalism to our schools.

IMPACT ON EDUCATION INCALCULABLE

Shocking as these facts may be, however, the overall impact of violence and vandalism on our educational system cannot be adequately conveyed by a dry recitation of the number of assaults committed and the dollars wasted. The social, psychological, and educational damage inflicted on students and teachers alike is incalculable. We will never know how many idealistic teachers or eager students have had their enthusiasm for learning dampened or irreparably destroyed by this atmosphere in our schools.

I firmly believe that if public education is to continue to adequately provide the essential role it is called upon to play in our society, it is imperative that our schools have the ability to effectively confront and control the growing number of incidents of violence and vandalism within these institutions.

Some time ago therefore, I introduced the Juvenile Delinquency in the Schools Act of 1975 as an amendment to the Juvenile Justice and Delinquency Prevention Act. Although some aspects of the problems of school violence and vandalism are addressed by the Juvenile Justice Act, this extensive amendment to the act is designed to expand, and more specifically address, this particularly crucial aspect of the delinquency problem.

I must emphasize, however, that I do not believe those of us in Washington can, or should, make these educational decisions and policies which are quite properly made by people most familiar with the realities and peculiarities of specific, individual situations. There are no Federal solutions to problems such as these. At the same time, however, we cannot properly respond to the almost 70,000 teachers who are physically assaulted annually or the hundreds of thousands of students who are beaten, robbed, or threatened in our schools, or the American taxpayers who pay out almost $600 million each year as a result of vandalism in their elementary and secondary schools, by assuming that there is nothing the Federal Government can do to help alleviate these problems. Rather, I intend to develop legislation which can provide a vehicle through which our local, State and Federal Governments, along with our private sector, can pool their experiences and resources to help students, teachers, parents, and administrators secure the type of atmosphere in our schools in which education can best take place.

Today the subcommittee will explore the problems of violence, vandalism, and other school related crimes as they are affecting not only the large urban school systems, but also the middle income and affluent suburban, as well as rural, districts across the country. As the subcommittee's preliminary survey clearly found, these are not problems found exclusively in big city schools. We shall also be discussing the situation from the unique prospective of teachers and students who attend and teach in these institutions.

This hearing will conclude that phase of our inquiry on the nature and extent of school violence and vandalism. At future sessions we will be concentrating our efforts on identifying some of the causes of these problems and exploring possible solutions. It is apparent, for instance, that the increasing rate of youthful alcohol and drug abuse has been a contributing factor to the problems in our schools. A study by the National Institute on Alcohol Abuse and Alcoholism estimates that more than 1.3 million elementary and secondary school students become intoxicated at least once a week. The subcommittee intends to inquire more extensively into this particular topic, as well as closely related issues, such as search and seizure procedures in schools and the confidentiality of student records at school drug abuse programs.

The subcommittee's preliminary report and initial hearing also revealed a renewed concern among some educators over the resurgence of violent, but highly organized gangs within some school systems. We intend to explore why these gangs are formed and how a school can most effectively respond to their presence.

Each year in America millions of school age youngsters do not attend school for a wide variety of reasons. Many of these children drop out or are forced out of schools, or leave because they have been suspended or expelled. The subcommittee will be studying both the causes and consequences of this widespread voluntary and involuntary exclusion of students from our school systems. We also intend to explore the area of student, teacher, and parent rights and responsibilities as well as how legitimate and necessary school rules can best be improved and enforced to insure firm, but evenhanded discipline in our schools. In addition to these topics we will be studying other aspects of both the causes and cures for this epidemic of violence in our schools, including learning disabilities as well as community and alternative school approaches.

This morning the subcommittee will hear the testimony of several panels of witnesses from a wide variety of different school districts who will be discussing these problems from divergent prospectives. Our first panel will consist of elementary and secondary school teachers from suburban, urban, and rural districts; next we will be talking with students from several school districts; and, finally, we will hear testimony from school security personnel representing suburban and moderate sized school districts.

I look forward to a productive and informative session.

Our first panel this morning is comprised of five classroom teachers. They have made it possible to share with the committee the experiences they have had in the classroom. We have Peggy Cochran, Northwest High School, House Springs, Missouri—Ms. Cochran, you said House Springs had a population between 100,000 and 200,000; Mr. William Bell, Andrew Warde High School, Fairfield, Connecticut; Ms. Sara Hutcherson, 6th, 7th, 8th grades, Atlanta Public

Schools, Atlanta, Georgia; Ms. Sheila J. Gutter, John Adams School, Queens, New York; Ms. Amy Hittner, San Francisco Unified School District—Ms. Hittner, you get the award for having come the farthest distance this morning. We appreciate all of you being here. We have no stereotype as to how we want to approach this. Why don't we start from the right and move to the left, and give us your thoughts on how your perceive this problem.

I would like you to emphasize what you think we can do to get on top of this problem. We know it is there. We would like to know from your personal experience what we can do to alleviate it; so that the report next year, or the year after, will not be as equally alarming.

Ms. Cochran, will you begin the panel's testimony?

PANEL OF SCHOOLTEACHERS

STATEMENT OF PEGGY COCHRAN, NORTHWEST HIGH SCHOOL, HOUSE SPRINGS, MO.

Ms. COCHRAN. I have prepared a statement which I will submit for the record[1] and then make a brief presentation.

I am Peggy Cochran. I have taught 12 years in the R-1 School District in House Springs, Missouri. I am chairman of the language arts department of Northwest High School and during the past year I was president of the Northwest Education Association, affiliated with the National Education Association. Our district has 316 teachers and approximately 7,000 students. Grades 9 through 12 have an enrollment of about 2,000. Our district is rather unique in some ways compared to surrounding districts. As urban and suburban school districts are decreasing in enrollment, our rural district's student population is on the increase.

Our assessed valuation per pupil is approximately $4,500 where neighboring districts have $12,00 to $17,000 assessed valuation per pupil. The biggest reason for this difference is the lack of any industry in our district.

We are in an all white rural community with no incorporated areas within the district. Our district covers about 30 miles along Highway 30 just outside of St. Louis County.

It would be a fallacy to say that our problems began this year. For several years we have had numerous thefts and acts of vandalism. Our district has nine different school plants scattered along these 30 miles and most security measures are too expensive to even be considered.

DRUGS PREVALENT ON CAMPUS

Drugs have been on our campus for the past 5 or 6 years—very prevalent in the last 2 or 3 years. I would say that a student could have bought any drugs except heroin on campus at almost any time throughout the past year. Students have been caught with marihuana, amphetamines, barbiturates, mescaline, hashish, opium, and LSD. In grades 9-12 this past year 10 students were taken to the hospital from school because of overdoses.

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[1] See p. 230.

One of these students—a 9th grader—was near death from an overdose of Mellaril, an antidepressant. He had taken from 10 to 14 pills which he had bought from another 9th grader. Permanent damage was caused to his nervous system which will probably prevent him from ever returning to school under normal conditions.

From my personal knowledge of the students and from approximate figures given me by the school nurses, I will present the following information: Approximately 65 girls, or two per week, this year have become pregnant out of wedlock. Three 8th graders—one, age 13 and two, age 14—dropped out of school because of pregnancy this year.

Keep this in mind—these are only the ones we know about. The last week of school, a group of 6th graders were sent home from school drunk, and almost every day alcohol is found on the school grounds.

Vandalism has reached a new high in our school district. Last summer when school was not in session 146 windows were broken out of one of our 9 schools during a 3-month period. Just last weekend 16 windows were broken out of a middle school. The approximate amount of damage from vandalism throughout the district this past year was $11,000 plus loss from theft, $10,000.

Since November 1974, approximately 8-months ago, the following events have taken place: (1.) Approximately $6,000 in equipment and supplies has been stolen from the high school plant; (2.) One teacher's car was stolen from his own driveway, driven several miles away and then burned; (3.) Another teacher had the windows broken in both his home and his car; (4.) Another teacher had four .22 rifle bullets shot into his car while it was parked at school at night; (5.) One teacher was attacked and beaten by a male student during school hours in the high school; (6.) Another teacher was attacked and stabbed in the hand by a female student with a knife which she had brought to school for that purpose. A janitor was also injured trying to help the teacher; and (7.) An unloaded .22 pistol was confiscated from an 8th grader who had the bullets in his pocket.

Knives, blackjacks, and other weapons have been found in students' possession during school hours. Approximately 3 percent of our students are under supervision already in the Juvenile Court. This does not include those being processed in the adult court.

To say that events such as the ones I have just listed did upset normal educational routines in our district is an understatement.

A classroom teacher is at school from approximately 7:30 a.m. to 3:30 p.m., 8 hours. During that time the teacher comes into direct contact with approximately 180 students. Imagine how frustrating it is for a teacher to try to deal individually with 180 students per day.

GENERAL BREAKDOWN OF DISCIPLINE

Problems which could be detected in the early stages in the classroom may never even be seen. Overcrowded conditions in the halls make patrolling an almost impossible task for the teacher. A general lack of respect for teachers and a general breakdown of discipline have been results of our school district's inability to financially meet the demands of a growing student population.

Teachers experience a general feeling of powerlessness in their own classrooms and throughout the school system. They have been painfully made aware that there is nothing that they can do individually; and that collectively, especially in Missouri, their hands are tied until such time when collective bargaining becomes a reality.

Not only are teachers aware of this powerlessness, but the student definitely senses the frustration of the teacher and begins to feel that he controls the classroom and perhaps even the school. Many teachers have felt that their right to have control in the classroom has been impeded by recent Supreme Court decisions concerning student rights. This adds to the frustration level of the individual teacher.

The question which constantly confronts teachers is why? Why are we experiencing this rapid change? I don't have the answers but I think that part of the reason must deal with this: Schools exist to serve the needs of the children. Those needs are rapidly changing. School districts have not been able to change—either because of their financial inadequacies, or because of their unwillingness to change their educational philosophies.

Teachers are next to, and in the middle of, these problems. We see the need to be trained in handling violence, drug problems, and discipline problems, but we can find no college which offers the practical kind of training we need. And, if we did, there would be no additional money to pay for this training.

We see the need for police protection and for Juvenile Court referrals, but the administration of the school pressures us to keep quiet and let the school handle the problems.

We see the need for security guards, doors which lock during the school day, and protection for the students and teachers and their personal property, but we know that finances are not available to institute these measures.

We have some great input to offer and we are even sometimes allowed to speak to the board of education, administration, and to the public. But who is listening? Tensions, anxieties, frustrations, and fears caused by violence, vandalism, drug abuse, discipline breakdown, and truancy is hardly the kind of reward that a dedicated teacher should expect.

I sincerely hope that the findings of your committee will mark the beginning of a solution for these problems.

Thank you.

PREPARED STATEMENT OF PEGGY COCHRAN

My name is Peggy Cochran. I have taught 12 years in the R-1 School District in House Springs, Missouri. I am Chairman of the Language Arts Department of Northwest High School and during the past year, I was President of the Northwest Education Association, affiliated with the National Education Association. Our district has 316 teachers and approximately 7,000 students. Grades 9 through 12 have an enrollment of about 2,000. Our district is rather unique in some ways compared to surrounding districts. As urban and suburban school districts are decreasing in enrollment, our rural district's student population is on the increase. Our assessed valuation per pupil is approximately $4,500 where neighboring districts have $12,000 to $17,000 assessed valuation per pupil. The biggest reason for this difference is the lack of any industry in our district. We are an all-white rural community with no incorporated areas within the district. Our district covers about 30 miles along Highway 30 just outside of St. Louis County.

It would be a fallacy to say that our problems began this year. For several years, we have had numerous thefts and acts of vandalism. Our district has nine different school plants scattered along these 30 miles and most security measures are too expensive to even be considered. Drugs have been on our campus for the past 5 or 6 years—very prevalent in the last 2 or 3 years. I would say that a student could have bought any drugs except heroin on campus at almost any time throughout the past year. Students have been caught with marihuana, amphetamines, barbituates, mescaline, hashish, opium, and LSD. In grades 9–12 this past year 10 students were taken to the hospital from school because of overdoses. One of these students—a 9th grader—was near death from an overdose of Mellaril, an antidepressant. He had taken from 10 to 14 pills which he bought from another 9th grader. Permanent damage was caused to his nervous system which will probably prevent him from ever returning to school under normal conditions.

From my personal knowledge of the students and from approximate figures given me by the school nurses, I will present the following information. Approximately 65 girls this year, or 2 per week, have become pregnant out of wedlock. Three 8th graders, age 13 and two age 14, dropped out of school because of pregnancy this year. Keep this in mind—these are only the ones we know about. The last week of school, a group of 6th graders were sent home from school drunk, and almost every day alcohol is found on the school grounds.

Vandalism has reached a new high in our school district. Last summer, when school was not in session, 146 windows were broken out of one of our nine schools during a 3-month period. Just last weekend 16 windows were broken out of a middle school. The approximate amount of damage from vandalism throughout the district this past year was $11,000 plus loss from theft $10,000.

Since November 1974, approximately 8 months ago, the following events have taken place: (1) Approximately $6,000 in equipment and supplies has been stolen from the high school plant; (2) One teacher's car was stolen from his own driveway, driven several miles away and then burned; (3) Another teacher had the windows broken in both his home and his car; (4) Another teacher had four .22 rifle bullets shot into his car while it was parked at school at night; (5) One teacher was attacked and beaten by a male student during school hours in the high school; (6) Another teacher was attacked and stabbed in the hand by a female student with a knife which she had brought to school for that purpose. A janitor was also injured trying to help the teacher; and (7) An unloaded .22 pistol was confiscated from an 8th grader who had the bullets in his pocket. Knives, blackjacks and other weapons have been found in student's possession during school hours. Approximately 3 percent of our students are under supervision already in the Juvenile Court.

To say that events such as the ones I have just listed did upset normal education routines in our district is an understatement. The teachers in grades 9–12 (85) met with the high school administration concerning the personal safety of students and teachers. We then met in a special meeting with the Board of Education concerning the same issues and came away from both meetings with our hands slapped for overreacting to the problem and with the advice that if more teachers did their prescribed jobs the situation would soon go away. The teachers' purpose was not to place the blame on any one group—students, parents, administration, board of education or teachers. Our purpose was to make everyone (1) admit we had several problems, and (2) begin working toward solutions for these problems. The high school teachers met and voted to not be in their classrooms on Friday, February 21 for the purpose of meeting throughout the day to try to come up with some immediate positive proposals for lessening our problems. We invited administration, board members and parents to meet with us throughout the day. We asked the parents to keep their children at home so that we could begin to work on these problems. The best and most rewarding support came from the parents of our community. I truly believe that they were finally relieved that some group had made the public aware of the problems. On that meeting day, February 21, over 1,800 of the district's 2,000 students were kept at home and over 600 parents met with us on the night of February 20 and over 100 met with us throughout the day of February 21. Indeed, we had begun to try to find solutions.

A classroom teacher is at school from approximately 7:30 to 3:30—8 hours. During that time, the teacher comes into direct contact with approximately 180 students. Imagine how frustrating it is for a teacher to try to deal individually with 180 students per day. Problems which could be detected in early stages in the classroom may never be seen. Overcrowded conditions in the halls make patrolling an almost impossible task for the teacher. A general lack of respect for teachers and a general breakdown of discipline have been results of our school district's inability to financially meet the demands of a growing student population.

Teachers experience a general feeling of powerlessness in their own classroom and throughout the school system. They have been painfully made aware that there is nothing that they can individually do and that collectively, especially in Missouri, their hands are tied until such time when collective bargaining becomes a reality. Not only are teachers aware of this powerlessness, but the student definitely senses the frustration of the teacher and begins to feel that he controls the classroom and perhaps even the school. Many teachers have felt that their right to have control in the classroom has been impeded by recent Supreme Court decisions concerning student rights. This adds to the frustration level of the individual teacher.

The anxieties, frustrations, and fears felt by the teacher carry a kind of emotional impact which can greatly affect a teacher's home life and general peace of mind. For 2 years, my husband ended each day with a 6th hour study hall and a 7th hour study hall. He was solely responsible for over 200 students each hour. The pressure on him was so great that my children and I learned very quickly that there would be no talking in the car on the way home after school. For 2 or 3 hours after school, he would have to concentrate on some way to release the tensions built up in those last 2 hours in each school day. He is no longer on this situation, but the situation of overcrowded study halls exists and some other teacher is experiencing the same tensions that he had before.

The question which constantly confronts teachers is why? Why are we experiencing this rapid change? I don't have the answers, but I think that part of the reason must deal with this: Schools exist to serve the needs of the children. Those needs are rapidly changing. School districts have not been able to change, either because of their financial inadequacies or because of their unwillingness to change their educational philosophies. Teachers are next to and in the middle of these problems. We see the need to be trained in handling violence, drug problems and discipline problems, but we can find no college which offers the practical kind of training we need; and, if we did, there would be no additional money to pay for this training.

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I sincerely hope that the findings of your committee will mark the beginning of a solution for these problems.

Senator BAYH. Thank you very much, Ms. Cochran.

Mr. Bell, I notice you too have prepared a statement. You may read it completely or submit it for the record, as you wish.

Mr. BELL. Mr. Chairman, I will submit it for the record[1] and talk about a few of the more salient points.

Senator BAYH. Fine, please proceed.

STATEMENT OF WILLIAM BELL, ANDREW WARDE HIGH SCHOOL, FAIRFIELD, CONN.

Mr. BELL. My name is William Bell. I am a teacher of English at Andrew Warde High School in Fairfield, Conn. Violence and vandalism is not confined to the ghetto, it is not limited by geography, nor is it restricted by the reputation and prestige of a school system. The community in which I live and teach is one of the most affluent cities on the East Coast.

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[1] See p. 234.

The per capita income in my community is over $18,000 a year. This school system is considered to be one of the best in the country and we have violence and vandalism. I have been a victim of that violence, as has a colleague of mine Students have been the victims of it, demonstrated by the fact that within the last 2 months two students have been hospitalized—one with a fractured skull, and the other with loss of teeth and a broken jaw.

The community has been a victim of vandalism to the tune of over $50,000 a year. Two years ago a fire set at the high school, at which I teach, cost over a half a million dollars to repair.

Mr. Chairman, there is in this country a general trend to defy authority no matter in what form that authority presents itself. Harrassment of teachers, through threats and verbal abuse, is on the increase to the point where teachers refuse to enforce rules and regulations for fear they will be hassled and verbally abused. In addition, the confidence in administrators to back up teachers is diminishing.

Consequently, discipline becomes virtually nonexistent. Even the consumption of alcohol and truancy is symptomatic of this defiance of law and authority. Far too many administrators either refuse to recognize the problem or, if they do, they tend to treat the problem lightly. In some cases there are deliberate attempts to minimize the problem in order that their reputations and the schools do not receive adverse publicity.

BOARD'S CONCERN OF COMMUNITY PRESTIGE

In fact, my board of education—in order to see to it that the community's prestige is not tarnished—places a limit on the number of suspensions an administrator may designate.

In affluent communities far too often wealth is made synonymous with high moral values. Let me assure you that wealth has nothing whatsoever to do with good citizenship. Good citizenship is primarily a parental responsibility, a responsibility that in my opinion has been ingloriously abdicated.

We have parents who lie for their children. We have parents who pressure administrators to rescind decisions and, unfortunately, we have administrators who succumb to that pressure. The school cannot and was not intended to be all things to all people. Until that day arrives when parents assume this role, this cooperative effort we call education, we shall witness a greater deterioration.

I call your attention, Mr. Chairman, to this week's TV Guide. The entire publication is devoted to violence on TV and its impact on the viewing public. I maintain that TV violence has had an influence on aggressive behavior we witness in our schools.

> After hundreds of formal psychiatric studies and decades of contentious debates, reasonable men agree that televised violence does have harmful effects on human character and attitudes and something ought to be done about it.
>
> After 18 years I think it is safe to conclude that we cannot rely on the industry to police itself.

Unless something is done now, a national passivity can only promote a society that views violence as a national or at least a cultural characteristic. My plea to you is *action*. If it requires legislation to curb violence on TV then do it, and do not be deterred by accusations of Government censorship.

To say that violence is a part of life does not carry with it the implicit right to promote it. We in education have a difficult task to perform. Provide us with that atmosphere conducive to learning.

Devote time and money to publicize the effects of violence and vandalism. In a word, just help us to teach.

Thank you.

PREPARED STATEMENT OF WILLIAM BELL

My name is William Bell of 364 Warde Terrace, Fairfield, Conn. and I am a teacher of English at Andrew Warde High School in Fairfield, Conn.

Before I relate to you my personal involvement with violence in the schools, permit me to describe, briefly, the kind of community in which I live and teach. Fairfield is a lovely suburban town with a population of approximately 60,000 people. It is not an industrial city, although light industry does exist and does contribute to the tax process. Incidentally, two of the reasons for Fairfield's attractiveness, along with its physical beauty, are its taxes which are low if you were to compare them with contiguous towns, and its school system which is one of the finest in the country. As a matter of fact, just recently, Andrew Warde High School was selected as one of the top high schools in the country.

Located in Fairfield County—probably the richest county in the United States—Fairfield, by any standards, must be deemed affluent. For example, the per capita income and buying power per family in Fairfield County is $18,632.

With that cursory background of this lovely, affluent community, let me assure you that violence and vandalism is not limited to affluence, to poverty, or to geography, although economics indirectly may have some influence on the problem. Far too many people associate violence and vandalism with the ghetto, as though the problem exists there and nowhere else. That notion is utter nonsense. The problem is everywhere; it is a national epidemic, costing the taxpayers of this country millions and millions of dollars, and if something isn't done soon, that figure will swell to the billions.

I want now to tell you what happened to me this past February. I was conducting a class one day in the only section of the school that has two floors. My classroom happens to be on the upper floor. As I was conducting the class, I heard a commotion in the corridor, something like loud talking, which was causing a distraction. I went out to investigate, and I saw this young man, whom I knew had withdrawn from school 2 weeks earlier, talking to his girl friend. By the way, his withdrawal from school was more or less forced upon him after having been given numerous opportunities to behave and become a good school citizen.

I approached the young man and asked him to leave the building since he was not allowed on school grounds. He looked at me as though I were some genetic defect and turned to resume his conversation with his girl. I asked him to leave a second time with the admonition that if he didn't, I would have to call the police. I don't recall precisely what he said, but it was something to the effect that he didn't give a hell what I did. As I was walking to the office to alert the administrator, the administrator came out into the corridor to investigate what was going on. I explained to him the circumstances and we both started down the corridor toward the young man to escort him out of the building. As we got close, the young man started shouting vulgar epithets and kicked out at me and we got into a scuffle. He had a hammerlock on me as I did on him. While the administrator and two teachers were trying to disengage us, I received a couple of well-placed knees to a vital part of my anatomy. We were finally separated. Afterwards, he was removed from the school grounds.

My knuckles on right hand were hurting and I had a slight pain in my hip, but nothing to warrant immediate attention. However, I decided to go to the nurse to report my injuries to cover myself. By the time I got to the nurse, I was in severe pain with my hip and I called a doctor from the nurses's office who asked me to come right over. The doctor looked at me and immediately prescribed a pain killer and made arrangements for X-rays. I did manage to drive to the radiologist, but how I did, I don't know because the pain was unbearable. In any event, I was laid up in bed for 10 days with torn muscles and burst blood vessels in my hip. I had the young man arrested and he was released on bond for his subsequent appearance in court. The charge was third-degree assault.

If I may, Mr. Chairman, I would like to comment upon the disposition of the case because it may have significant implications for whatever evolves from these hearings. Two or 3 weeks after the incident, I got a call from the prosecuting attorney asking what I thought of reducing the charge from third-degree assault to a breach of peace charge. I told him that I was vehemently opposed to reducing the charge, and he told me that I had no say in the matter, that it was his prerogative to do as he wished. My immediate response was to question him why he even bothered to call, if my wishes were of no value in this matter of plea bargaining. As a result of this conversation, I prepared a petition, signed by over a hundred teachers in my building, expressing dismay and alarm that the possible reduction in the charge to breach of peace—which would result in a $20 dollar fine—that it would then be open season on teachers. I must say, in all honesty, that the petition did have impact and influence, for the original charge remained. My point is that there is an extreme abuse of plea bargaining. I realize that crowded dockets force prosecutors to enter into plea bargaining, but I submit to you that there has been an abuse of this procedure, particularly when victims have little or no input into the decision-making process.

Teachers are frightened and they have cause. As a matter of fact, anyone in a position of authority, teacher or administrator, is a target for insolence and verbal abuse. Let me give you an illustration: Many times students are wandering corridors when they should be in designated areas, such as classroom, library, or cafeteria where they can go in lieu of a study hall. When these kinds of students are asked either where they are supposed to be or are asked their names, most often the responses are a fictitious name, a mere look at the questioner and then a walking away, or verbal abuse in the form of "It's none of your business" or "Go F—— yourself," as one student told me. Because of the size of the school, 2,000 plus students, students can hide behind the anonymity a large school provides. My recommendation would be that no high school be built that accommodates more than 1,200 students. In addition to numbers, I would suggest that a school plant not be spread out over acres and acres of land. In the school in which I teach, the distance between the gymnasium and my classroom requires 6 minutes of walking time. This spread-out feature obviates adequate control of students in terms of supervision, and, as a result, false fire alarms are a commonplace. The loss of valuable classroom time because of false alarms is intolerable.

Let me insert at this point that I'm talking about 5 percent of a school population. Ninety-five percent of the students are good kids who, because they are good citizens, do not receive the attention which the 5 percent receive because of their antisocial behavior. I recognize that we are here to discuss violence and, as such, we are emphasizing the 5 percent. I simply want to get in a plug for that other 95 percent.

At the present time, the cherry bomb is the popular form of distraction and nuisance. Lockers have been blown open, classrooms frighted half to death, and even an injury to a substitute teacher who happened to be walking by when the cherry bomb exploded.

With that I'll move into the area of vandalism, a feature of antisocial behavior that is extremely costly to a school system, particularly in these times when budget cutting is a favorite pastime. Windows and bathroom sinks appear to be most popular targets for vandals. Thievery, although not widespread, does occur, especially in the industrial arts area where tools become very tempting objects for some of our future mechanics.

The cost to the Fairfield school system from vandalism of all kinds, conservatively runs in the neighborhood of $40,000 to $50,000 a year. Do you realize that that kind of money could provide at least 5 special education teachers? In the interest of time, I'll simply say that vandalism is a fact, a costly fact, that somehow generates little or no community response. It's a curious thing, but casually hint that varsity sports may be removed from the educational program and the community responds with all sorts of "Save Our Sports" committees, letters to the editor, calls to the superintendent, etc. Alert the community to the dollar waste stemming from vandalism and you're ridiculed as an alarmist, or you're simply ignored.

I questioned a group of students last week, and asked them if they saw any correlation between violence and vandalism, and drugs and alcohol. The consensus was that there is a definite correlation and it manifests itself in many forms and for various reasons. I'll leave that statement as it stands, and perhaps during the question period I can elaborate upon notions residing in the statement.

During the last 2 or 3 years, I have witnessed the diminishing use of hard drugs in the secondary school and an increase use of alcohol. Marihuana and liquor are the fashionable drugs today. In the secondary school in which I teach, at least 75 percent have experimented with or continue to smoke marihuana. The increase interest in alcohol, evidenced by empty bottles found in girls' rooms, beer cans in the parking lots, and an occasional reporting of a student drunk, is a serious concern, but, in my estimation, far less deleterious in the long run than the hard drugs. Again, let me repeat that I'm speaking about a small segment of the school population, many of whom are repeaters; that is, students constantly in trouble for one reason or another.

But most of what I have said thus far may be rightly deemed as symptoms, overt manifestations of some underlying causes to which I would now like to address myself. From the perspective that I have—and by interviewing colleagues and students that perspective has been enlarged—I would like to list those factors which I feel to be contributing elements to the problem of discipline, or, rather the lack of discipline, out of which emerges violence and vandalism:

(1) Abdication of Parental Responsibility:
  a. Economics.
  b. Guilt.
  c. Distorted view of role of school.
(2) Administrator Reluctance and Hesitancy to Administrate:
  a. Parent pressures.
  b. Board of Education pressures.
  c. Self-imposed blindness.
  d. Cowardice.
(3) Television:
  a. Violence.
  b. Violence.
  c. Violence.
(4) Student Misinterpretation of Student Rights:
  a. Rights versus license.
  b. Responsibility factor ignored.
  c. Defiance of authority.

Mr. Chairman, I am prepared to elaborate on each of the items listed, but rather than reduce my responses to writing which would take up pages and pages, I'll defer to you and the committee to select those items for which you seek answers.

The deterioration of our public school system through violence and vandalism must be curtailed. And we can do it by assuring administrators and teachers that they will be protected in the discharge of their duties, by educating the public in an all-out campaign that vandalism is a detriment to the educational process and a horrible waste of tax dollars. Parents must assume more responsibility in the guidance of their children's lives and not look upon the school as a repository for their failures. Nor should they expect complete success with the material which they have failed to mold, foster, and develop.

And let us not forget the Boards of Education who, for some unknown reason, refuse to acknowledge the existence of violence and vandalism. Of course, I'm not speaking of all parents and all Boards of Education or all administrators. We do desperately need men and women in our administrative ranks who will not succumb to pressures, be they parents or Boards of Education.

Mr. Chairman, when that day arrives—when education as a right is also construed as education as a privilege—then will we see a restoration of a public school system, even though burdened with defects, that is second to none.

Additional Comments of William Bell

July 14, 1975.

Senator Birch Bayh,
Chairman, Subcommittee to Investigate Juvenile Delinquency,
Washington, D.C.

Dear Senator Bayh: I apologize for the tardiness of these recommendations, but I have been involved in the National Education Association Convention and I simply did not have the time.

My first recommendation to you would be to support increased funding of public education. The Administration statistics to the contrary, the federal government allots seven (7) percent of its budget to what should be the nation's number one priority—education in the public schools. It is a wonder to me how the government could, on the one hand, admit the importance of education as a national resource, and, on the other hand, fail to fund it adequately. We need money for alternative programs for these problem kids; we need to hire more teachers to reduce class sizes; we need more money to restore programs of value that, because of local budget cuts, have been eliminated.

We also need a national effort of publicizing the waste created by the vandalism that occurs. I'm sure that our newly elected president, Mr. John Ryor of Michigan would be more than happy to engage in a dialogue with you and members of your committee to develop a national strategy to minimize the excessive waste of tax dollars caused by vandalism.

I have another recommendation which requires serious consideration, and that is the recommendation that government step in to insure that violence on T.V. is curtailed to a reasonable level. That T.V. violence has an impact on the behavior of our youth, there is no doubt in my mind and in the minds of many others. The networks have constantly hoodwinked Congress and the people of this country with their promises of policing the industry. Up to now it has been mere lip service. I realize that government intervention in any area of industry must be carefully scrutinized, but radio and T.V. are public property and, therefore, it is the responsibility of government to see to it that the public is protected.

I want to thank you and your staff, particularly John Rector and Kevin Faley, for the cordiality they extended, in addition to their valuable assistance.

Sincerely,

WILLIAM F. BELL.

Senator BAYH. Thank you, Mr. Bell. It is tragic that we should be meeting to hear such testimony from people like yourselves who are devoting your lives to teaching. I think you summed it up in your plea to us, just to help us teach. We are going to try.

Ms. Hutcherson?

STATEMENT OF SARA HUTCHERSON, ATLANTA PUBLIC SCHOOLS, ATLANTA, GA.

Ms. HUTCHERSON. I am a classroom teacher in a middle school of the Atlanta Public School System with grades 6, 7 and 8.

In view of the critical rise in acts of violence, vandalism and other abhorrent crimes in our Nation's public school systems, I am very willing to share with this subcommittee my personal encounters with such acts and/or problems which flourish and plague my entire school.

It is not at all unusual, Mr. Chairman, to walk into my school and hear students burst out into cursing sprees; a fight could erupt without any due respect for a teacher or teachers being in their midst. If and when this happens in a classroom the students sometimes grab and throw textbooks, AV materials, take off a necklace to use as a choke or sling, stab with pencils and afro picks, spray tear gas bombs, bite anywhere and kick anyone. Anyone who goes between gets what is intended for the other—or it may be intended for you.

I have in my possession, at home, a letter opener that has a knife on one end, that I took from an eighth grader in my homeroom. She had it down in front of her skirt; and in doing her laboratory processes in class I saw it on her person; she attempted to conceal it and I called her outside of the classroom. I asked for it and she wanted to know why, I explained, and she gave it to me reluctantly, saying that her mother had given it to her to get those children after school for talking about her mother. I asked her to have her mother please come to the school to get it, but that I would not give it back to her. Her mother, of course, did not come.

PERSONAL ENCOUNTER LED TO ASSAULT

One encounter with a student came about by my attempting to disperse a crowd of boys from my room to their particular homerooms, at about 8:20 a.m., this past April.

The student cursed another teacher while stepping down out of my room. I then grabbed his arm and told him to come back, that he was not to speak to any teacher like that, and he knocked me loose. I then attempted to grab a hold again, to tell him he was going to the office. He then knocked a big blow across my bust and began fighting me so quick that I still don't believe that an eighth grader actualy blacked my eye. I was being hit from the rear and the side by others, also. The hall was a complete riot until a male teacher snatched the boy from the scene.

Senator BAYH. Pardon me. Was that one boy?

Ms. HUTCHERSON. One boy started it and the whole crowd, some of his buddies or what-have-you—anybody who wanted to seek revenge —got a blow in on me.

Senator BAYH. Proceed.

Ms. HUTCHERSON. I pressed charges which resulted in Juvenile Court and final action being that he was turned over to the Department of Human Resources. Before this was over, however, there were awful threats and slander from the parent and his buddies at school.

Another teacher was beaten by a girl in another school, but said that she was afraid of the court hassle and parental threats and never did anything, but ask for a transfer to a neighboring school.

I could go on and on, but I shall summarize a few other acts of violence and vandalism in my school: (1) Boy's shirt getting slashed off in front before the knife was knocked from the other's hand; (2) boy releasing tear gas directly into another's eyes—said mother bought it for his self-defense; (3) teacher's desk drawers being broken into and class records destroyed. Teacher's purses stolen from locked closets; (4) boy pouring lighter fluid on trash in trash can and setting it afire; (5) two students bumping into a third and taking money. Students breaking into lockers for money or even food; (6) students threatening teachers to their faces for a passing grade, or for reporting them to authorities; (7) parents coming into the schools suddenly during the day demanding to see teacher X because a child went to a phone and reported something in error, resulting in threats; and (8) students fighting in lunchroom, destroying other innocent kids' lunches and throwing silverware. I was a victim of a thrown fork.

Now what is happening to the total learning process as these offenders are being reprimanded?

The other kids are suffering from lack of quality teaching and the accountability of the total learning process is absolute zero. These problems account for teacher absentees, good students being turned off, downgrade of values and respect for what the teaching profession stands for—that of molding minds.

I, along with several of my colleagues, have become actually emotionally exhausted. So exhausted to the extent that we act a certain way, negative, to our own loved ones, our own kids.

Thank you.

Additional Comments of Sara Hutcherson

June 20, 1975.

Hon. Birch Bayh,
Chairman, Subcomittee To Investigate Juvenile Delinquency,
U.S. Senate, Washington, D.C.

Dear Senator Bayh: As requested by you, the following is a submitted list of specifics that I feel our government can do to help curtail and prevent crime and juvenile delinquency in our public schools.

1. Help set up special schools for the incorrigibles or behavior disorders. All attempts here would be to try and modify these behaviors to points such that they will not endanger normal growth and learning of other students.
2. Legislate some type of act that will bound these kids as probationary law-abiding adult citizens, if their behavior is not modified within a given amount of time.
3. Legislate a strong juvenile law for persons caught with, or accessory to, arms and knives or other spelled out items as weapons while attending or being on the premises of public schools.
4. Make compulsory laws for pupil/teacher ratios a national figure. They need reducing drastically.
5. Legislate protective laws for a classroom teacher such that he/she can properly discipline in due course of the law without being harrassed by student, parents or community groups.

I enjoyed sharing my views and experiences as a witness. Please feel free to call upon me again for any educational purpose.

Respectfully,

Sara Hutcherson.

Senator Bayh. Thank you, Ms. Hutcherson. You have touched on many important points. It seems to me one of the most significant points you mentioned was the fact that we read in the newspaper of a theft, or fire, or assault, or an expulsion and we tend to confine our thoughts to those who are direct participants, such as the student or the outsider that participates in the violence—the student or teacher that was injured—but we tend to ignore the impact this kind of action has on the students that are not involved.

I don't know how you teach in a classroom; and I don't know how you learn in a classroom if the teachers and the students are obsessed with fear or have been distracted by certain kinds of activities which should be foreign to the education process.

Ms. Hittner will you proceed next?

STATEMENT OF AMY HITTNER, SAN FRANCISCO UNIFIED SCHOOL DISTRICT, SAN FRANCISCO, CALIF.

Ms. Hittner. During the past 12 years, I have been a teacher and counselor in the public school systems of New York City, Pittsburg, California, and San Francisco. I have been witness to vandalism and violence—changing and escalating over the years.

In the early sixties, vandalism was minimal and violence personal and/or protective. During the late sixties, racial issues in Pittsburg, California, and San Francisco were the major causes of violence and riots. Vandalism was usually a direct result of these riots.

The past few years have seen violence and vandalism become an almost daily occurrence on school grounds. Students and school personnel have become numbed to these acts; a subdued anger, frustration, and acquiescence seems to pervade the system.

The following statement includes a discussion of vandalism and violence on the school site, other influences that may also account for these acts, the impact on the educational process, and finally, a perspective on the problem.

VANDALISM ON THE SCHOOL SITE

Vandalism in schools ranges from broken windows to destruction of doors and locks to arson. Due to infrequent repair work [1] the appearance of boarded up windows, broken doors, punched out walls and ceilings, burned out display cases, auto damage, destroyed light fixtures lend a most depressing atmosphere in which to educate young people.

It is difficult to put a dollar amount on the amount of damage since repairs to old structures is not done. However, one figure mentioned is $750,000 worth of vandalism done each year in the San Francisco School District.

It is important to note that almost all acts of vandalism occur in the hallways, bathrooms or surrounding campus areas during school hours. Classrooms, offices, library, and auditorium are not targets.[2] Any vandalism occuring at night is usually motivated by theft.

Theft of cars have occurred infrequently in the past couple of years because one of the parking lots is not used since car thefts happened there in the past. Theft of personal property, such as purses, coats, etcetera, do not occur much either since most teachers and other personnel lock valuables in file cabinets or carry purses at all times. Female personnel carry their keys on lanyards which hang around their necks. Students don't seem to have keys to file cabinets. Theft from students' lockers does occur, however.

Vandalism is clearly directed at the impersonal structure, the building itself. Even vandalism to cars of school personnel and students seem to be impersonally motivated.

Therefore, anonimity and risk seem to be two variables which generate this behavior. A study done in the San Francisco Unified School District by a team from Stanford University gives ample credence to this notion. They found that students like their teachers and like coming up to the school—albeit not necessarily going to class. Yet the anger, frustration, from whatever sources are focused on destroying the symbol of alienation, the building itself.

SPECIFIC INCIDENTS OF VANDALISM [3]

(1) Broken windows, glass doors, necessitating boarding up of windows. Sometimes replaced with transluscent plastic or metal. All glass doors in auditorium were replaced with metal doors with

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[1] A school custodian—who, by law is only allowed to clean—waited almost 1 year to have windows replaced by a glaser. This person suggests that custodians be reclassified as handymen, able to do minor repairs on windows, plumbing, locks, electrical systems.

[2] Since it is widely known that some students have keys to door locks, it would be easy for them to vandalize these places during "prep" periods. Roll books and purses, coats locked in closets have been stolen during this time.

[3] Incidents described in next 2 sections are mainly from one school, however, two other schools are included.

small rectangular peepholes because destruction was a weekly occurrence. All mirrors in dance studio were smashed with a bench. (2) Railings on staircases kicked or pried off walls. (3) Doors in hallways and bathrooms kicked in, and hinges taken off. Doors on stalls in girls' bathrooms broken off, mirrors broken, toilets stopped up and toilet paper and paper towel fires set. (4) Locks on doors not functioning due to matchsticks broken off into key holes or apoxy glue squirted into them. In one school whole locks were removed from doors and switched so no doors could be opened without using all keys to find correct one. (5) Phillips screw driver used to loosen hallway door bolts. Door falls apart when pushed. (6) Plugs pulled out of Norton door checks. Hydraulic fluid squirted on passersby when door banged closed. (7) In one school, walls and ceilings in school corridor punched out with fists leaving gaping holes—walls are 1½ inch plaster board; ceilings are 8 feet high. (8) Teachers, students and visitors' car windows broken, sugar in gas tanks, broken antennas, flat tires, removal of parts of motors; one car was flipped on its side. (9) Standard arson fires occur in hallway display cases, garbage cans, bathrooms. One fire started when a person broke into the hopper room and threw matches down a garbage chute with 2 weeks of accumulated garbage in it. Another was started in a locked storage room which burned all of the handmade costumes from a school play. (10) Fire alarms are set so frequently that they are ignored unless the passing bell is rung continuously along with the alarm bell. Due to this problem, rumor has it that one principal requested that the fire alarm boxes be rendered inoperative. The electrician on the site refused. The principal found someone else who did. (11) Fire hoses on each floor cut or pulled out and sometimes turned on. Fire extinguishers are stolen. (12) Some locks on students' lockers in hallway are destroyed; doors torn off or mangled. Frequency of thefts in students' gym lockers. (13) Whiskey bottle thrown through window of teacher's classroom. Perpetrator had to stand on roof of another building to do it.

Many of these incidents occur frequently. Many teachers carry on the educational process by locking their doors. An excellent teacher once said, "I wonder if one day, I'll open my door after class and find that there is no building left."

VIOLENCE ON THE SCHOOL SITE

Violence in the schools has changed its focus in the past few years. The late sixties saw many racially motivated riots across the country. In Pittsburg, California, black and white students rioted the day after Dr. M. L. King was assassinated. Students were hurt, the cafeteria destroyed and police called in. As a student at San Francisco State College and a resident of Berkeley during this time, I observed rioting at the postsecondary level also. In 1970, I was working at a school in San Francisco where a Samoan student was shot by a black student. A black/Samoan riot ensued resulting in the injury of four teachers and some students. The faculty, refusing to work in a school unsafe for faculty and students alike, closed the school for 1 day—against the advice of the downtown office.

In recent years, racial strife has not been the cause of violence. It has become personalized—student against student—sometimes escalating when defenders, on both sides, join in. Disagreements from outside sources are brought on the school grounds—rumor grows into fact.

Issues, ranging from problems with social life to sexuality to illegal activities, are motivations for violence. I have seen females beaten and severely scratched by other females, males beaten, stabbed, shot, and one murdered in the school. Rarely is a fight between persons of opposite sex.

Some students carry weapons—mostly knives—for their protection. Many knives and other weapons have been found in students' lockers at the end of the term.

On a rare occasion a teacher is attacked directly, usually by someone unknown to the teacher. Most times, school personnel are injured attempting to break up a fight. Acts of violence toward them are not personalized, although verbal abuse sometimes is.

Here this anger, fear, frustration, resentment is turned outward. I have counseled with some students who have turned their anger inward—thinking of or attempting suicide.

Incidents involving drugs or gambling are also precipitating causes. I have been told by students that a $2,000-a-day drug sale occurs on school grounds, usually involving marihuana, cocaine, or heroin. Some students have hundreds of dollars on their person at one time. $50 to $100 crap games are not that unusual. Schools are used to recruit prostitutes. In one school graffiti on the bathroom walls read, "for a good piece, see me * * * Rickey." "Don't get ——— you'll get the clap."

SPECIFIC INCIDENTS OF VIOLENCE

One: Average of two to three fights weekly, with fists, broken bottles, tennis rackets, et cetera. Many students will surround the fight to watch and attempt to keep school personnel from stopping it.[1]

Two: Mother came up to school building to discuss a problem with her teachers about her child. Verbal abuse. Although school staff persons did not see a gun, students claim she had one.

Three: Paraprofessional hit on head with a 2 by 4 after asking a student to put down the public telephone in hall and go to class. Paraprofessional required many stitches to close wound.

Four: One student, accused of stealing a tape deck, shot another who attempted to get it back.

Five: Student shot by another accused of accosting a female friend of the victim.

Six: Teacher saw a student point a gun into a classroom. Student claimed "it was only a zip gun."

Seven: Student seen carrying a machete and chain. Claimed he was taking them home.

Eight: One teacher hit in the face with a hammer, breaking his cheekbone, while attempting to break up a riot. Another teacher was hit with a garbage can and sustained facial cuts.

Nine: Three teachers sustained serious back injuries breaking up various fights. Two are still out for periods of time. One was thrown against hall lockers, had back surgery, and was incapacitated for 6 months.

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[1] Females seem to fight over personal—social—matters. Males fight over specific issues, that is, drug or gambling money, or theft.

Ten: One teacher was scratched badly about the face and neck, one kicked in the groin, while breaking up fights or apprehending offenders.

Eleven: A high school teacher was beaten badly by gangs of junior high school youths attempting to break up a fight over stolen money. He was not known to the assailants.

Twelve: A student was murdered in a classroom by a knife-wielding fellow student over an incident occurring the day before in the same math class.

The educational process somehow does go on. The major acts of violence do not happen frequently. Students fight each other, and most of them know each other. School personnel are injured attempting to break up fights or apprehending identified perpetrators of various crimes. Direct violent acts against school staff are rare and are most usually done by those unknown to the teacher. Rarely is violence now racially motivated—even in the most integrated schools. Many students avoid violence by trusting teachers, counselors, and administrators with information. This allows a nonviolent working through of the problem.

However, some teachers sometimes smile wanely and say, "I deserve combat pay."

OTHER INFLUENCES TO VIOLENCE

Nonstudents have been seen on campus, some gambling, some just hanging around. Cars belonging to nonstudents—frequently driven by men in their twenties—are seen outside of the school gates. These men are seen quietly talking to students. No firm identification has been made of these men or the business being transacted. Speculation points to illicit activity such as drug sales or pimping.

Media violence, lack of credible drug abuse programs, and economic realities have also contributed to the feelings of frustration and mistrust—which may also lead to violent acts taking place.

The police find themselves in a difficult position. Trespassers on school grounds must be held by school personnel; drug arrests can only be made when cash is seen being transferred; and police on campus can only give a more repressive atmosphere to the school. One policeman told me that he saw some students smoking marihuana on school grounds and wondered if school personnel patrol the area. The paraprofessionals and administrators do patrol the campus, but they cannot be in all places at all times.

IMPACT ON THE EDUCATIONAL PROCESS

The education of young people does occur—albeit behind locked doors at times. Most students want and do learn. Some students who cut classes, use drugs, gamble or otherwise lack positive direction, create problems which lead to acts of violence and/or vandalism.

Class cutting is an ever-present problem, as many as 50 percent of the student body can be out of class at one time. They many times stay on campus. Sometimes they give what I call a country club atmosphere to the school. Most of the drugs used now are of a sedative nature, so many students seem to float through the day. We grade less than one-half of any incoming class.

Senator BAYH. I would like to really understand the dimensions. Is that 50-percent loss from the 1st to the 12th grades?

Ms. HITTNER. From the 10th to the 12th grade.

Senator BAYH. You lose 50 percent of the entering high school class?

Mr. HITTNER. Some move and go to private schools. Some drop out. Some are demoted to lower grades.

Senator BAYH. Proceed.

Ms. HITTNER. Drinking has become more prevalent in the past year. Beer, wine, and whiskey bottles are found on campus, usually in brown paper bags. Gambling is one way some students spend their time while not in class. Others stand around and chat.

Teachers and other school personnel who have been personally involved in fights or arson are sometimes fearful or avoid the situation by staying uninvolved. One teacher who put out a large blaze in a display case outside of her room is unnerved each time she smells smoke.

Teachers blame the administration, the administration blames the faculty, and everyone blames the downtown office. The students blame each other and the school staff. The parents blame the school. And so we are in a circle of blame. Only a small group of parents are involved in the school, they are either working or otherwise uninvolved.

Greater than the fear, however, is the low morale of the staff.

A depressing pall sometimes falls over the school and all stop blaming anyone. Each tries to survive in their own world—the classroom. The school personnel, rather than working with each other, become isolated and separate from those to whom they can gain and give support.

Directives seem to fall on deaf ears, only because the feeling pervades that nothing has been or can be done. Excellent teachers enjoy their students and attempt to bring cohesive action to the school, with very limited success. Students in classes seem to enjoy the educational experience. However, many students leave campus during lunch to feel the freedom in the outside world.

The statement attached was written by a teacher who enjoys teaching. The tone speaks for itself.

A PERSPECTIVE

In the late sixties, issues precipitating vandalism and violence were clear. Today the causes are diffused and clouded and difficult to articulate.

We need to look at the larger causes, the value system that students today are operating with: The wars, media violence, absence of extended families, mass unemployment, lack of direction as seen by these young people. We need to get out of the circle of blame—for in reality we are all to blame, and we are not to blame.

A decision must be made. Do we legislate more control or do we attempt to teach young people to cope with the world around them? Perhaps we need to look at longrun and shortrun solutions. We need to look at the behavior, the causes of the behavior, and the way to foster positive behavior and discourage negative.

Educators must look to positive and viable solutions to the problems in the schools. There needs to be equanimity between students' rights and teachers' rights. Perhaps then the school can become a place for creativity instead of violence. With positive and creative leadership, it can be done. I have seen it done.

To legislate a psychology is a most difficult task. We all need to look into our own value systems, our own prejudices, our own selves to find the answers.

ADDITIONAL COMMENTS OF AMY HITTNER

1. Nonstudents who come on campus sometimes cause problems with the student body. One stabbing incident was between a student and a nonstudent.

2. Counseling-learning team concept was developed by Drs. William Evraiff and Louis Falik, professors at San Francisco State University, Counseling Department, 1600 Holloway Ave., San Francisco, Calif.

They have published two articles in THE SCHOOL COUNSELOR concerning the success of this unique concept. They would be pleased to share their experiences and suggestions with the committee.

3. Hiring and firing of school personnel should be taken out of the political arena. Although central administrative staff set policy, the school site principals set the tone and balance and attitude in the schools. Perhaps the day will come when race and sex will not be criteria for selection; where educational planning and philosophy will be the overriding reason for the choice of administrators.

4. Need to look at the students' right to learn as well as the students' right to redress of grievances. It is most difficult to learn in an atmosphere of turmoil and violence.

5. On-site learning in industry. A program where teachers go into industry and teach students the rudiments needed to succeed in the field. In this way, the student has direct association with the learning and the fruits of that learning.

6. Programs established to aid parents cope with their children and the world around them. Modeled perhaps after PARENT EFFECTIVENESS TRAINING model. Many times, parents do not know where to turn to help themselves and their children.

7. Programs in high schools teaching the basics of parenting, to prepare young people for the role. We teach children and adults how to live in the "world of work" et cetera, but no training is given to this most important role—the role of the parent.

8. Programs developed around the concept of peer counseling. It is a most difficult program to administer, but it can be effective in allowing students to discipline students.

Senator BAYH. There are varying degrees of success or failure. You can stay in the major leagues and bat less than 50 percent; but no corporate president would last long if he lost 50 percent of his customers, which is what seems to be happening in your school district, Ms. Hittner.

Ms. Gutter, will you proceed with your statement.

STATEMENT OF SHEILA J. GUTTER, JOHN ADAMS SCHOOL, QUEENS, NEW YORK CITY, N.Y.

Ms. GUTTER. The New York City public school system is divided into 32 community school districts. Each one is governed by a community school board whose members are elected to their positions through community school board elections. Not included in this decentralization law is the division of high schools. They remain under the jurisdiction of the central board of education.

It is interesting to note that in the district schools there were 335 reported staff assaults for the first 5 months of the school year, but the school with the most reported assaults was a vocational and technical high school with 21 reported cases. To date, there have been better than 1,000 cases of assaults reported in the New York City schools since the beginning of the school year.

My particular school is considered to be an average high school with respect to the kinds of crime and the number of reported incidents of crime which occur. It is one of the largest high schools in Queens, housing almost 5,000 students. The staff consists of teachers, supervisors, administrators, paraprofessionals, guidance counselors, secretaries, school aides, security guards, and a custodial staff.

ENFORCE SCHOOL SECURITY PLAN

We try to curtail our share of disturbances by enforcing a school security plan. This plan was one of the items the United Federation of Teachers' leadership negotiated into our collective bargaining agreement. Without this security plan clause the incidence rate in school would probably be higher than it is. The clause in our contract which deals with security requires each school to implement a security plan written by the principal in consultation with the school's union chapter representative exclusively for that school.

As a result of this plan, my school has teacher aides and security guards stationed at every entrance and exit to prevent intruders from gaining access to the building. All doors automatically lock from the inside. There is a visitor's "sign in" book at the main entrance which every visitor must sign before receiving a visitor's pass to a specified appointment.

In spite of these precautions, we still have intruders coming into the building illegally. There are male and female security guards assigned to the bathrooms and locker rooms all day. Three policemen are assigned from the neighborhood precinct to patrol inside and outside the building daily.

Last September and October incidents of violence and disruption with racial overtones broke out, causing some of the fighting to spill out onto the streets of the community. During the melee, many students incurred injuries ranging from a few scratches and bruises to a broken nose and a fractured skull. Students were seen carrying baseball bats, iron clubs, knives, razors, and chains to school. Many of the weapons were confiscated by the teachers, if seen in the building.

The level of crime is on the rise. We have had as many as five arrests for separate, unrelated incidents occuring in 1 day. Trespassers are picked up in the halls, intruders are found in the cafeteria loitering, trying to sell drugs, being truant from other schools, or looking to instigate gang fights. I have, on occasion, had to take a knife or razor away from girls who are engaged in altercations in the halls, locker rooms, classrooms, or bathrooms.

Our school at times has been robbed. Reports of stolen band instruments, typewriters, tape players, phonographs, and money have, at different times, been filed. Last month the principal's office was broken into. A set of walkie-talkies was stolen. The value of the set was estimated at about $10,000. This theft has caused the security guards to no longer be able to contact one another in case of emergency. Teachers have had their wallets stolen out of their pocketbooks and pocketbooks have been stolen off desk tops in full view of an entire class while the teacher was conducting a lesson. Students have gone up to write on the chalkboard only to return to their seats to find their wallets, pocketbooks, coats or shoes stolen. Despite the fact that we have guards on duty in the locker rooms, the number of reported thefts for such items as money, clothing, jewelry, books, bus passes and lunchroom passes is highest there.

ASSAULTS BY STUDENTS TO STAFF

With regard to assaults, members of the staff have been assaulted by students causing them bodily harm. However, in court, upon the arrest of the assailant, staff members have become so disturbed by the judicial system, a great many of them drop the charges. The students are either back in the classroom the next day, or if a principal so chooses, the student is suspended from school and oftentimes transferred to another school where they can become repeat offenders.

I, myself, was recently assaulted by one such transfer student to my school. This girl had assaulted a teacher in another high school. The result of a superintendent's suspension hearing was her being sent to my school. Her confidential records, however, were not transferred with her. Within a short period of time, she was brought to the dean's office where, unknown to any of the deans, she became belligerent. In the presence of a policeman, and without provocation, she smacked me in the face causing me to suffer a fractured cheekbone, tissue damage to the nose, and injury to the eye.

Senator BAYH. She struck out at you, without provocation?

Ms. GUTTER. There was a fight in the bathroom, and she was a witness to it. She was brought to the dean's office so she could make a statement. She started to walk outside, and we attempted to keep her from leaving. She turned around and karate chopped me in the face.

Cases of this kind happen every day in schools because the board of education has made no provisions for the disruptive child who cannot function in a normal classroom setting. The facilities we currently have are small scaled. They were not set up to cope with the problems of a school system that deals with 1,100,000 students daily.

Needless to say, these problems have a negative effect on the morale of the teachers and the spirit of the student body. It is very difficult to function as a teacher trying to do the job for which you were hired when you must concentrate on creating an atmosphere of safety and order in the classroom first and teaching a lesson second. At times it can become depressing knowing that the principles of education for which you were trained and methods you were taught are not necessarily the prime purposes or objects used in the lesson plans a teacher prepares daily.

We may never be able to reach every student in every class, but how can we reach those who truly want to learn? Where is the motivation and incentive to teach and learn, when it may take an entire class period to discipline a disruptive child, battle the vandals who roam the halls, calm a class when a fight has broken out, or speak to an insistent, irate parent? Is it possible to create an atmosphere for learning separate from the rest of the environment?

We keep trying.

SCHOOL VIOLENCE NOT LOCALIZED

Senator BAYH. As I listen to your testimony, and I am familiar with your background, I know we have a good cross section of American educational institutions represented here. We have urban, rural, relatively poor, and all white; and we have suburban, rather wealthy, mostly white. Those who sit smugly in their homes and say this is an inner-city problem in Atlanta, the street scenes in New York or San Francisco are kidding themselves.

Now Ms. Hittner, as I recall in your statement, you suggested that as far as your experience in San Francisco is concerned, this is not a matter that is caused by racial antagonism?

Ms. HITTNER. It is not, not at this time.

Senator BAYH. I think you said there was violence following a racial flareup. Is it safe to say this is separate and apart from and should be distinguished from hostilities that break out on racial grounds?

Ms. HITTNER. That is my experience. We hear that there are rumors of black groups coming into Chinatown and Chinese coming into the black area.

Senator BAYH. Is that a gang-type thing?

Ms. HITTNER. Yes. We have a school that is probably the most integrated in the country. We have black, white, Asians, American Indians, Vietnamese. It is richly integrated and still the violence comes.

Senator BAYH. I notice you were nodding consent, Ms. Hutcherson. What has been the picture in Atlanta? Have these acts of violence been separate and apart from racial motivation?

Ms. HUTCHERSON. Yes; predominantly. It is not a racial thing. It just might have happened that it was this girl who stepped on that toe and this girl was black or that girl was white but not so much so because if this black girl steps on a black girl's toe the same thing would erupt in a classroom.

Senator BAYH. Where do we start? You present, from a classroom perspective, the same kind of tragic picture we had earlier when we talked with and had testimony from the school superintendents of New York, Los Angeles, Philadelphia, and Chicago—also from the presidents of the two major teachers organizations.

Where do we start? Right now one of the shortcomings we have is a tendency to look for simple solutions—pass a law, enact an ordinance, take a pill.

What are the steps? Where do we start now? The situation is as it is. There is no need to deny it. What steps can we take?

Ms. HUTCHERSON. Sir, I would say we would have to begin with parental modifications. It has been my experience that with prolonged interrogation with a child—who actually is the culprit or a victim of such—he almost always has parental consent to get him because of a certain incident.

Or, the parent does not know where Johnnie is or the parent is too loose. If there were more bonds between the child and his parents and parental supervision, I would say that he would have due respect for adults first and then whatever other authoritative position he had to respect or first due respect for himself.

Senator **Bayh**. All right. Parental responsibility. There is no question but that would make a significant contribution. Some of the rest of you may expand on that or tell us how we can enforce it.

NEED SYSTEM OF PRESCHOOL EDUCATION

Ms. **Gutter**. I have to expand and take it a step further. Although a child is a product of heredity and environment which does now include a parent, it goes beyond a parent and oftentimes the parent, in their growing up environment, it was no better.

They were certainly less sophisticated. For that reason, I strongly believe that we have to take the child into some system of education at an earlier age even than 5 or 6 because, by the time we get them in a kindergarten, their patterns have been molded and part of their personality has been formed.

Certainly their values have been set. However, if we get them at an earlier age in a preschool setting, be it funded federally or by the State, we can get the child into an environment more suitable for learning and certainly more suitable to becoming a better student.

Senator **Bayh**. Let me be the devil's advocate as one of the authors of a day care and child development bill. What do you say in response to the presidential message that President Nixon uttered on vetoing a bill, that came along later, when he said that to expand day care and child development opportunities was to destroy or damage the family structure; or perhaps, that it was even socialistic in nature?

Ms. **Gutter**. I am saying that, to a degree, by enlarging this program you are not damaging but rather educating both the parent and the child. By bringing the child into an educational setting, you have to include the parent either directly or indirectly and possibly then you are reaching the parent to instill in them values that they may not have been taught when they were growing up.

Senator **Bayh**. What about the children? The family unit is important.

Ms. **Gutter**. Assuming a child goes home after school, the family unit is important. A teacher only gets a child for 5 or 6 hours a day. That is a very small part of the day.

Senator **Bayh**. Is it fair to say that there are children that get involved in this kind of activity that come from families or homes that really ought not to be recognized as homes or families, as far as the normal definition that most Americans would apply to home and family? Don't we have a lot of children out there that really do not have the kind of home experience or family guidance without preschool?

Ms. **Gutter**. Aren't these the first to be found in some kind of a problematic situation because there is no guidance at home and because there is nobody with whom they can talk or study or ask questions?

Isn't this why we should bring these children in?

Senator **Bayh**. You have convinced me.

Ms. **Hittner.** I was thinking about this, and thinking in terms of the bicentennial center and where we have come in 200 years. The concept of universal education as a right, it seems to me, has come to a circle as universal education as a compulsion.

I have seen students who stay in school until they are 18. They stay in the school system even though they are cutting, not going to class, or they are failed and are demoted back to lower grades. In California a student can drop out of school at 16; but that is considered a failure. A student, it seems to me, will stay in the system, many times, until they are 18 because of this failure set. In order to be exempted from school between the ages of 16 and 18, the parent must write a letter which again is a negative kind of thing.

As I mentioned in my statement, I think we need to instill pride. I have seen it done. I know students who do not come to school at all but go to their work faithfully. What I would like to see is not necessarily a work experience kind of model for students but actually students having jobs, working in industry, on the job kind of training where they are involved in the educational process in the industry itself. There this point of them leaving school as failures would, perhaps, be turned around into a success kind of situation.

I think this might be one kind of way to look at the problem in a positive direction.

Ms. **Cochran.** In our school district, we have about 2,000 students grades 9–12. We have a program that allows us to send 60 of those 2,000 to any kind of vocational training per year. This is ridiculous in a rural community where less than 10 percent of our students are college-bound students.

We are not meeting their needs. We don't have the money to meet their needs. Any kind of training that they can get that will help them to be better able to function in life after school, they simply are not getting this in our school.

They become bored. They drop out. They cause trouble. I think this is one of the biggest deficits we have. We cannot meet the needs of these students.

Senator **Bayh.** Less than 10 percent are going to go on to college—so you are talking about less than 200 students out of 2,000.

Ms. **Cochran.** As I said before, we have no industry or hospitals or anything in the area where the students may even be receiving training after school, or even job training say for 2 hours during the school day. Many schools have set up this program where half a day, students go to a job. We don't have any programs like this.

Senator **Bayh.** Don't you have any recreational facilities?

Ms. **Cochran.** None, not even a movie or an ice cream parlor.

Senator **Bayh.** Mr. Bell, you were the subject of an attack. How did that come about? Would you describe that to us?

INCIDENT OF ATTACK BY INTRUDER

Mr. **Bell.** I will describe the incident. But let me insert here that when I talk about violence and vandalism, I am talking about 5 percent of the school population. I would like to get in a plug here for the 95 percent of the kids who are good kids.

We are talking about 5 percent, and they are usually repeaters who are constantly in trouble. The boy with whom I had the altercation, in his junior high school experience, he was caught lighting fires under the fire alarm. Psychiatric treatment was recommended to his mother and father and they ignored the counsel; and when he got to high school the behavior pattern just continued.

They gave him all the opportunities in the world to adjust and then they had to ask him to withdraw. It was after he had withdrawn that he returned to the school to talk with his girlfriend in the corridor and made a lot of noise and it was outside my classroom. I went to investigate. I asked him to leave. He looked at me as though I were some genetic defect and continued to talk to his girlfriend. I said, "you are going to have to leave. You don't belong here." I told him that if he didn't leave, I would call the police.

He said, "I don't give a damn what you do." I started walking to the office to notify an administrator when the administrator walked out and we both tried to escort him out. He kicked me in the hip and he was kneeing me. I had him arrested. I would like to mention something about the judicial system.

Senator BAYH. This boy was not a student at the time, but he had come back into the school?

Mr. BELL. He had withdrawn 2 weeks earlier.

Let me talk about the judicial system. The boy was arrested on a third degree assault charge; and I got a call from the prosecuting attorney asking how would I feel if the charge was reduced to breach of peace. I said I wouldn't feel very well about that. I think it would be doing a disservice to my colleagues to agree to a reduction of charges because they would all feel, that with a $20 fine, it would be a field day for assaults on teachers.

PETITION NEEDED TO COUNTER PRESSURE

So I told the prosecutor no, I would not agree with that. He said, well, that is none of your business, really. It is my prerogative. I said what the hell did you ask me for? I got up a petition signed by over 100 teachers that we were very concerned about the reduction in charges, plea bargaining that goes on all the time.

Fortunately it had an impact. They did not reduce the charge and the third degree assault remained. He was found guilty on that charge.

Senator BAYH. What happened?

Mr. BELL. He received a 60-day suspended sentence and a year's probation.

Senator BAYH. Did he resume school?

Mr. BELL. No. He is not allowed on school grounds.

Ms. HITTNER. On that score, I have a couple of comments. I think what Mr. Bell is talking about is the rights of the students to get a good education and I think a lot of legislation focused—and certainly the student bill of rights, which has a lot of validity—is an important step in the due process for all people in this country under 18 as well as over 18.

I think we have to look at students' rights for good education, meaning free from violence and other disruptions. I think we have to also look at rights for teachers. They have a right to teach in an environment free from intimidation and from violence and from vandalism.

We have also been talking about hostility turned outward either to fellow human beings or on the building. In my counseling experience, I have had occasion to counsel students with hostilities turned inward, contemplating suicide.

I would like to see adjunct services brought into the schools. It is very difficult for parents to give permission for their child to have some kind of mental health services. I have worked with consultants from the mental health agencies around the community, which has been a great help to me.

I think that bringing some mental health services into the school system as well as the outward kind of service is really something that we have to look at. The teachers and the other school personnel see these kids every day and work with them every day and it would be an important step to have this kind of sharing.

PRESSURE FROM ADMINISTRATORS TO OVERLOOK VIOLENCE

Ms. **Cochran**. I would like to add one more thing. It has been mentioned previously; but in my experience, I have found that probably the biggest reason in our district why security measures and other things have not happened up until this point, besides the financial inability of the district, has been that when I told my administrators that I was coming here today to testify to a committee on violence in the schools, they said, "What violence? What are you talking about?"

They refused to even admit that we have a problem. In almost every incident of violence in our schools, we have had terrific amounts of pressure to keep it quiet. Don't let it get to the papers. Let's handle it ourselves, don't press charges. Don't involve the juvenile court. Don't call the sheriff's department. Because we have no incorporated areas in our school district, we have no police protection except that which is offered by the Jefferson County Police Department.

Police protection is a good distance away from us. We are pressured not to press these things. The administrators feel it is a blight against them, against their record, and they don't want it known.

Senator **Bayh**. This seems to be not a unique problem—very important, but not unique. I must say I am a strong libertarian as far as the rights of the individual citizen. But the old admonition that one person's right stops when that person starts swinging an arm and hits somebody else in the nose, I think, is also applicable here.

You have a very delicate balance.

Mr. Bell points out—and I think that most of us concur—that you generally have 95 percent or so of students and people who are good, decent, upright individuals going about their own responsibilities, trying to make a life for themselves and make a positive contribution.

Yet when you have 5 percent who resort to activities that are contrary to what we normally accept as standard, they impose a significant hardship on the other 95 percent.

RELUCTANCE OF ADMINISTRATORS TO ADMIT PROBLEMS

Mr. **Bell**. Mr. Chairman, in terms of administrators, there are a number of reasons and she hit upon one. There is a reluctance, too, on the part of administrators to admit that the plant which they supervise has problems; because, again, there is a strange feeling that this is a reflection upon their ability to administrate.

There is a hesitancy to report, to call the police, because this might be publicized in the newspaper. What I am suggesting is we ought to get more publicity on what is happening in the schools rather than trying to obscure it in some fashion, and that is one reason.

Parental pressures sometimes cause administrators to rescind decisions because—particularly in my community—we have some very influential citizens; and if their child gets into trouble, they don't want that publicized. So the administrator backs down.

Then we have board of education problems. They don't want that community image tarnished by adverse publicity. Then we have administrators who impose upon themselves a kind of blindness. They don't see what is going on. They don't want to see it. Then we have administrators who are out-and-out cowards.

The reluctance part of it comes from their fear that the new students rights bill will make them liable to some court action, if they suspend without an informal hearing and they don't understand what an informal hearing might be. They need to be educated and assured that they will be protected in their jobs as administrators.

I am suggesting that those are possible reasons.

Senator BAYH. Isn't it possible for us to guarantee the legitimate rights of students, as well as legitimate rights of parents and teachers?

If 95 percent of the students are not causing these problems, then I assume you would have to say that occasionally there is a teacher who does not know where the line is. We must have, in our system, the capability for a student or the parent to say: Wait a minute, Mr. Brown, Ms. Brown, this is not the way you enforce discipline.

Isn't it possible to enforce discipline without suppressing the child's rights?

Mr. BELL. It is a problem of educating a student that with a right comes an attendant responsibility. Somehow they ignore that. Right becomes synonymous with license. There is a hell of a difference between a right and a license to do things.

If you can, educate the parent in terms of what his and his child's rights are, but add to it the responsibility factor; this seems to have been ignored.

RIGHTS EQUATE TO RESPONSIBILITIES

Senator BAYH. There are a lot of people talking about rights without recognizing that, in a free society, for each right there is a commensurate responsibility. That is the only way we can live together as free people.

What type of student are we talking about in that 5 percent? Is there a stereotype? For example, an administrator from the Los Angeles school system indicated that the general type of disruptive student comes from a broken home, is in the lower economic spectrum, and is a transient student who does not stay in the school system long enough to develop any pride in the institution.

Mr. BELL. That is utter nonsense.

Senator BAYH. It may be utter nonsense in Connecticut, but perhaps not in Watts or Los Angeles.

Mr. **Bell**. Violence and vandalism occurs everywhere. We cannot label a kid because he takes industrial arts, that he is part of that group that is the disruptive factor or the lower economic level of the child. No, we have them coming from homes worth from $75,000 to $250,000.

Ms. **Cochran**. Also the one incident I mentioned in November, where we had over $6,000 in equipment stolen from the high school, the culprits were found and it was six of our star football players. This, in fact, was probably one of the biggest things that had happened this year, all from substantial members of the community.

The police were not brought into this. They were suspended, not expelled. They had an expulsion hearing before the board, and the board did not expel them. They sent the decision back to the administrator's office, who then suspended them for the remainder of this year.

All six of those boys enrolled in other schools to continue their education. Literally, except for having to change schools in the middle of the year, they had no punishment. When they returned to our district or in other districts they were big people. They had done something, gotten away with it, and had literally no punishment.

Senator **Bayh**. What would provoke six boys who are star football players to steal $6,000 worth of equipment from the school?

Ms. **Cochran**. I cannot give you what their answers would be. My opinion is that it was a scheme. They saw the equipment, and the loose security of the school. In our entire high school system you can enter a building and all rooms if you have a master key. Before, because of being overly trusting of students—for instance basketball players or football players who had to come to the school at times when the school was not open—they were given master keys so they could come to the school when the school was not open.

Senator **Bayh**. Was that the first time any of the six had been in trouble in the school?

Ms. **Cochran**. Of any large nature, yes.

EMOTIONALLY DISTURBED STUDENTS NEED SPECIALIZED INSTRUCTION

Ms. **Gutter**. Mr. Chairman, I have to differ. I don't believe that because a child comes from an affluent setting, or from a home that has not been broken by divorce or separation, that keeps him from having emotional disturbances.

Whatever the emotional problems might be—be it educational problems, or be it an emotional problem in the teenage years where confusion sets in, or be it the problem of not being able to communicate with his peers—it still warrants some form of outlet, be it in the form of violence, theft, or whatever form the person would care to take up.

Keeping that kind of a child in what we consider a normal school setting—teacher, books, average sized classes, whatever they be—is not necessarily the answer. What a child like that needs is an alternative form of schooling; or a different type of education, more individualized instruction.

Perhaps under those instructions, a working relationship with a mental health clinic or a department of health in the city or a school psychologist. But a child like that, just as we can separate the handicapped or the mentally retarded, we too must be able to separate the emotionally disturbed and treat their problems separate from that other 95 percent—if that is what we are talking about—who are there strictly for an education.

Ms. HUTCHERSON. I would agree with that, I worked with an eighth grade team. The middle school is broken down into teams. My team was *predominantly a behavior modification* team. That within itself was a problem. There were too many for the team, too many students.

It should have been a group of priority say with, say, no more than 15 in a classroom. I found myself having 27 to 32 and more in one particular science class. This within itself was a problem because too many like disorders of behavior were incorporated within a class setting.

I would agree that some special attention, if not a particular school, should be given to cases like this that would come under special attention. Say I am buying 5 percent of the vandals would be in my school. I am saying that they are problems of broken homes. They are problems of prior juvenile records. They are problems where there is no line drawn from what they can or cannot do. There is not one there to say, to limit or delimit, what they do except after being caught in something, then the juvenile authorities.

COURT DECISION ON STUDENT RIGHTS

Senator BAYH. Let me ask you about something else. In the Supreme Court decision we discussed earlier, I recall the court dealt with student rights. Do you as teachers believe that the standard established really makes it more difficult to provide discipline?

As I recall, the court said, before suspension or expulsion the student should be notified that this is happening and be given the opportunity to explain his or her side of the story.

That in a nutshell is about what the court said. Is that standard imposing an unnecessary burden?

Ms. COCHRAN. I do not think so. If it were my child and he were to be suspended or expelled from a school, I feel he should have the right and I should be informed. He should have the right to give an explanation. The problem with that entire Supreme Court decision is the lack of understanding and education on the part of school board members, administrators, teachers. Teachers are so very unaware of their rights, or their lack of rights, or whatever it is.

Many teachers believe they have many more rights than they actually have. Others believe and are afraid of exercising any kind of authority because they feel they don't have the right—that it is being taken away from them.

LEGAL ENFORCEMENT OF SCHOOL STANDARDS

Senator BAYH. If we don't accomplish anything else, we can try to provide some educational information for teachers, administrators, parents, and students where the Court says there should be a reasonable approach to the process of expulsion and suspension. Or, in another case, where the Court said that there should be a reasonable approach to discipline and if you go beyond the reasonableness, then you have to be responsible for your unreasonable acts.

This did not hold, and should not hold, that there is no right of a student to be the subject of reasonable discipline. A teacher does have a right to discipline a child. A school system does have a right to apply certain standards of discipline.

When such standards are not enforced by school administrators they are abrogating their responsibility to the school and its students.

Ms. COCHRAN. This is true. Yes, I believe that.

Senator BAYH. I don't want a State legislator writing in the law what my child should pray. The reaction to that goes far afield.

I hope that the reaction to these two particular Supreme Court decisions are more moderate. If you are going to kick a kid out of school. The child must be provided a chance to explain and be informed as to the consequences involved. Just as a teacher has a right to maintain discipline, there are reasonable limits.

Do the rest of you have any response to that?

Ms. HUTCHERSON. Well, I am kind of puzzled here because at my particular school we hand out a handbook. It is basically gone over with the newcomers or the sixth graders.

The eighth graders have been informed. They know the rule for fighting. They know the rule for extortion. They know the rules. They have been informed of the rules. I agree that a child needs to be informed of rights but by the same token, I am a very strict disciplinarian in a classroom.

I don't have time to think a minute what does the Court say. I mean. I have to respond respectfully, humanly, to the incident.

Senator BAYH. Did the court establish an inhuman disrespectful standard?

Ms. HUTCHERSON. I am not saying this; but my understanding of my colleague is to say that the boards are ignoring these problems. I would say more that the boards know, but they have been kind of politically bargained with.

Senator BAYH. It seems to me that something is wrong with our educational process, as far as public policy being disseminated to the population generally, if the parents of 5 percent of the students can have more political pressure than the parents of 95 percent of the students.

How do you get around that?

Ms. HITTNER. It reminds me of an incident and the difficulties within the school, which are the same as within the legal process. A teacher was in one of the offices. She was doing some work. A student she knew came in. The student stole something and left. She then reported this and, in front of her face, the student said, "That wasn't me. It could not have been me. It could not possibly have been me. You must have been mistaken."

She knew the student. Yet this is the kind of thing that happened. The case was dropped. We always have that before adjudication of the case. This was one small example of the kind of demoralization I am talking about. She had no witnesses, so it was a question of who to believe. Really, it was not a question of who to believe, it was just a case that was dropped.

This happened in the legal system also. When there is a fight, two people fighting will make up a story and say everything is just fine to avoid the suspension, according to students. Indeed this is not the case but this is what they will say in public. We do need students rights, and we also need rights of all personnel and all students in the schools.

Senator BAYH. Can we make a distinction?

Maybe I am dating myself; but, long before I became a student of due process and was aware of vandalism and violence, I was on the playground and there were occasional altercations, a few bloody noses and maybe a black eye. Can we distinguish between temporary outbreak of emotions and disagreements between two students, on one hand, and a higher degree of violent reaction on another?

MUST PROTECT MAJORITY RIGHTS

What I am saying is that in today's society we have to protect our institutions, and protect the rights of the majority of students to learn. If two students can't get along, does that per se have to lead to expulsion or suspension, just because a bloody nose or a black eye is exchanged?

I am trying to get your reaction.

Mr. BELL. I think the exchange of black eyes ought to be done off school grounds if that is the desire of both people. If it happens on school grounds, this is a public institution and that does not allow other people to exchange black eyes.

That snowballs, and you say we might as well do it inside because nothing is going to happen. I don't agree with you that the exchange of black eyes on the playground is nothing to be concerned about.

Senator BAYH. I am concerned that we don't escalate this into something greater. If you are going to kick a child out of school for that, are there not other forms of discipline that are less provocative?

Ms. HUTCHERSON. Working with the behavior modification group, this might be different. An example, Sally and Sue have just been after each other all week. Their emotions are at a peak. I send Sally into the room. Shortly afterwards, Sue is going to find a way to sneak back toward the door to pester her.

After class is dismissed, I go back in the room with both of them and I have permitted Sally and Sue to squabble and there have been licks passed. Then I separate the two and sit them down and talk with them. I did do some good. I explained to the assistant principal, who is in charge of the discipline problem, later on that this did happen.

I, of course, did this. If I were called by Mrs. X or Y, after the note that I sent home to say that their daughters were disturbing the class, I wanted to have him know I had done this.

In a trend workshop, editors have thought that this was OK. Let them get this out of their system in a controlled environment. That is why I had that type of room.

Ms. HITTNER. Your question is very well pointed, and my reaction is it is very difficult. I have worked with many, many students who have this fight, and whatever, and then it is settled.

But last summer a fight started with two sets of girls; and, if anyone knows anything about fighting, men will be more reluctant to break up fights with girls than guys. When girls decide to fight they can really do a job. Anyway, in the beginning of September, the girls had come to me and there was going to be a fight. I said OK, get each side together and we will talk about it with a lot of other counselors, administrators, and some teachers around.

To my surprise, 20 girls came into the center. We sat down for about 3 hours. They yelled at each other. We thought it was settled. A few months later there was another incident where one girl had called another girl a name, again the same group. That incident was settled.

A few months after that, one girl was beaten severely on the bus. Her parents, with the concurrence of the school, asked for her to be transferred to another school. It was made immediately. We talked about that.

In the meantime we talked with these girls. I knew these girls very well. We talked about it constantly. The Friday before school was out, at a night activity, one girl was jumped and her eye was scratched and she almost lost her eye.

What I am saying is even when you have a sense and a feel for the students and what is happening, you still never really know. The case where the student was murdered, counselors and administrators worked with these two fellows almost a whole day before, assumed that this was settled, that each feeling had been worked out and the next day the same two students went back to the math class, did their work in math class, and one got up, walked over to the other and stabbed him.

This student died on school grounds. I can't give you any answers.

Senator BAYH. In class?

Ms. HITTNER. Yes.

EQUAL DISCIPLINE WITH UNDERSTANDING

Senator BAYH. I guess that points out what I said earlier, there is no magic solution to the problem. I think though you have to have rather strict discipline, but there has to be some tolerance for different situations.

What I was talking about however, is not the kind of situation where there is a continuous disagreement, stabbing, or anything like when a girl comes to school with a knife in her dress and assaults a teacher; but situations you can think of where a child slides into second base and they get up swinging.

Mr. BELL. I think there is flexibility in any discipline system. There are extenuating circumstances taken into account before whatever punishment is administered.

Senator BAYH. You are saying if the school board and the school administrator convey the feeling, "don't bother us with any problems"—"we don't want to get involved because it gives the school system a black eye," then there is not going to be any meaningful discipline at the classroom or the playground level.

Ms. GUTTER. Part of the problem is that the community, in the form of the parents on the school boards, are so concerned with protecting the name of a school system or the name of the school that they forget what the students are in school for. They are taking the role of education out of the hands of the teachers and placing in the forum of a mother, a lawyer, a doctor, or whoever else chooses to run for school board since they have the final say as to what policies will be.

It hurts because the teacher has contact with that child. It is not the administrators.

Senator BAYH. We are running out of time. I appreciate your contribution. Could I ask each of you to jot down a few specifics[1] of what would you like to have, not in the form of a national program, but areas in which the Federal Government can help provide focus and resources? The alternative school situation has been alluded to here. Your situation where only a very small percentage of the school population has the opportunity for vocational and technical training is one example of unmet educational need in your community.

What can be done to a reluctant principal that does not want his reputation besmirched? Your views on this would be helpful. I wish we had time to go through it point by point, but we don't. I appreciate your taking the time to be with us this morning.

I recall that while putting together the Juvenile Justice Act—that is now on the books but has not yet been implemented by the President—we studied, and I came to the conviction that there are a lot of problems, even earlier than the sixth to eighth grades, where the classroom teacher is in a position to anticipate that students are going to have before they get to the stabbing stage, or before they get to the expulsion stage.

We haven't yet been able to come up with a comprehensive enough program to provide the average classroom teacher with enough time to give personal attention to Johnnie and Susie. The classroom teachers try to make us more aware of this problem, but we all too often don't respond until there is a stabbing.

COUNSELING/LEARNING TEAM CONCEPT

Ms. HITTNER. In San Francisco an elementary counseling/learning team concept for 4 years, extremely successful, was discontinued because of budget cuts. All of these teams have been split. In the schools, where they did work, they were doing exactly what you said. The teams—one counselor and one learning specialist—worked with parents, teachers and other personnel to foster understanding, support and remediation for both emotional and learning disabilities.

But because of money, these programs were cut. The teacher got no support any more because of these counseling learning teams no longer being in the schools.

This concept is what you are talking about, and it has been done. Maybe money can be focused in that direction.

Senator BAYH. I would like to talk with whomever in San Francisco is in charge of that.

Ms. HITTNER. I would be glad to give you the name.

Mr. BELL. We have hit upon alternative programs and what that all boils down to is funding. The Federal Government funds 7 percent and we would like to see it one-third funding for public education. That is concrete.

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[1] See additional comments, pp. 236, 239, 245.

Senator BAYH. There are some programs that have been very successful. I want to find out more about the one in San Francisco.

Ms. GUTTER. There is also a police liaison program. We have had it in two different districts in New York City and in both those districts in the schools, the crime rate has dropped almost to zero.

Senator BAYH. Thank you all very much. Could we now have our student panel, please?

Debbi, Robert, Kevin, and Tim, could we have your presentations, please? Press, one of these young men has come with the understanding that he does not want to be photographed. Sir, could I ask you, please? I am going to ask Robert, could you sit at this corner and face this way?

We appreciate the four of you taking the time to be with us. We have Tim from Pittsburgh, Kevin from Adelphi, Debbi from Akron, and Robert from Chicago. Will you give us your perspective of the problems of violence and vandalism? What causes it? What is in the mind of the student that gets involved in that kind of behavior? What can we do to relieve the pressures and tensions and keep this kind of thing from happening, or at least minimize it?

Tim, would you care to begin?

STATEMENTS OF A PANEL OF STUDENTS: DEBBI, OF AKRON, OHIO; ROBERT, OF CHICAGO, ILL.; KEVIN, OF ADELPHI, MD.; AND TIM, OF PITTSBURGH, PA.

TIM. My thoughts on the violence in schools is that truancy is a big problem. When school is in session, that is where all the people or the kids from all the neighborhoods are. The kids who are not in school are the ones that are not doing anything.

That is usually how things happen. If people were not at school vandalism would be going on somewhere else. It is the fact that everyone is there at the same time.

Senator BAYH. What do you think, Kevin?

KEVIN. Well, a lot of the students are turned off either by teachers or maybe grades in schools. Maybe they will go outside and they will see a couple of people or other friends. They get together and after that things start to happen, one thing after another. They find that they would rather go outside every day than go to class.

They feel they are going to flunk anyway. So why should they go?

Senator BAYH. Do some of your fellow students carry knives or firearms in school?

KEVIN. Yes.

Senator BAYH. Why is it? What is in a student's mind that he would want to use a weapon on another student or a teacher and do what could actually amount to deadly violence? Could you give us some insight on that?

KEVIN. Everyone has their specific reason. Sometimes it is paybacks. A student feels that another student has crossed his path once too many times or a teacher has done him wrong.

Senator BAYH. Debbi, what are your thoughts? What is the reason for violence and vandalism in our schools?

DEBBI. It could be just that they want to have some fun, or make a joke, or think it is funny. So they throw a firecracker at somebody, break into somebody's locker.

Senator BAYH. We learned earlier of a girl who came to school with a knife. Have you witnessed students bringing knives to school?

DEBBI. Students sometimes bring knives to school for a lot of reasons, for protection, to hurt somebody, a lot of reasons.

Senator BAYH. If you are going to use a knife, that is not something to joke about.

DEBBI. No; but lots of kids carry a weapon with them or something. So they just carry a knife. It is not as bad as a gun.

Senator BAYH. Are there some students who carry guns, Debbi?

DEBBI. Yes.

Senator BAYH. Where do they get the guns?

DEBBI. Buy them, steal them.

Senator BAYH. Is it easy to get a gun in Akron?

MOST GUNS ARE SATURDAY NIGHT SPECIALS

DEBBI. It depends on what kind of a gun you have. Most people have Saturday Night Specials. I assume it is easy to get one.

Senator BAYH. There are students on your campus with Saturday Night Specials?

DEBBI. Some, yes.

Senator BAYH. Rulers, pencils, notebooks, and Saturday Night Specials. That makes quite an education kit. Robert, what kind of weapons have you seen on the campus in Chicago in school?

ROBERT. They come to school first period. Some go to class, some don't. They sit around, they get high. Some of them pop needles, drop pills, smoke marihuana, and they get on these bad trips. Sometimes they go home and get their parents' weapons and come back to school.

They don't know who they are hurting, but sometimes they even shoot people while having what they call fun. People get hurt, they don't care. Police break it up and it causes a riot. Kids throw people out of windows, teachers out of windows just to be starting something.

RELATION OF DRUGS TO VIOLENCE

Senator BAYH. Do you think there is a relationship between students that use drugs, get a weapon, and create a violent act?

ROBERT. Yes.

Senator BAYH. Where do they get those drugs?

ROBERT. Pushers, people that don't have jobs, they get enough money to buy dope and they go around high schools. Kids in high schools enjoy getting high and they sell it to them.

Senator BAYH. You can buy dope in school, in the classroom?

ROBERT. They won't actually sell it inside a classroom. They would, say, walk and they start walking down the halls or go outside.

Senator BAYH. How many of these pills come from medicine closets at home?

ROBERT. I don't know where they get it from; but, like they go to the doctor and they are supposed to be taking it for medication, they sell it because they know it is some kind of a drug that will get you high or dizzy.

They sell it for $2 a hit or $4 a hit.

Senator **Bayh.** Is there heroin?

Robert. Heroin, uppers, downers, reds, grass, needles.

Senator **Bayh.** What does a red cost?

Robert. $2 a hit.

Senator **Bayh.** Do you have a problem with truancy? Why is it so many students don't go to school?

Robert. It is not all because of the teachers. It is just that when students go to school they feel like they are learning the same thing every day. In 45 minutes, they get bored and they don't feel like going to that same class every day. They go out, even though there's nothing going on outside, they still sit around, or take their lunch money their parents gave them and buy this dope and they get high. They lay back and once that runs out they go to gambling. They go to shooting craps. The big man that wins all the money, somebody on the outside, on the street, is going to come along and stick him up and take all his money. Then he goes back and gets his gun. That is the way it starts.

Senator **Bayh.** Are there some students afraid to go to school?

Robert. Yes; some are. That is why people get failed in school—from absences. Sometimes teachers think that they don't feel like going to school or they just are sick or something. People are scared and they don't want to tell the truth.

They say, "All right, you tell and you are going to die." So you got a choice.

Senator **Bayh.** Are there instances when you have student disagreements where one student pays another student to get his enemy?

Robert. To hurt someone?

Senator **Bayh.** Yes.

Robert. Yes; that happens. Sometimes they say, you just jump on this kid. He tells and he gets suspended, and to keep him from getting suspended he pays some guy from a different school to jump on him.

Senator **Bayh.** What does it cost to get that kind of job done?

Robert. They call it getting somebody off their back.

Senator **Bayh.** What does it cost to get somebody off their back?

Robert. Just some money to get high, $5, $10.

Senator **Bayh.** What can we do? We are sitting here with 20 feet separating us, but perhaps 200 light-years of understanding. What can we do nationwide? What can we do in your local communities? What can be done in Pittsburgh, for example?

STUDENT SECURITY ADVISORY COUNCIL

Tim. Right now in Pittsburgh the public school is starting the security advisory council. That is where students get in on their own security. The students pick the security council and it is to get some pride in the school. If everyone goes in and it is drab, why go to school? With the council we try to get some pride in each other, to help stop fights and stuff like that. It is more of a student security effort. It tries to talk other students out of fighting or doing other things off campus.

If two students are fighting, you try to go to the kid who is winning the fight and tell the kid he has no point to prove anymore. He won the fight. He has no reason to keep fighting.

Senator **Bayh**. This is one student talking to another student?

Tim. Yes.

Senator **Bayh**. A member of the security patrol?

Tim. Yes.

Senator **Bayh**. Is it possible for kids to be on the security patrol and not be criticized or perhaps, themselves, attacked by other students.

Tim. Yes, sir.

Senator **Bayh**. By participating in the process, then, they can have a definite impact on other students who are not participating in the process?

Tim. Yes. Most of the students on security are not the scholar students. They try to get influential students some from this group, some from this neighborhood and get together. You get these two neighborhoods together and then these two neighborhoods together. They may be fighting and you get them to quit fighting.

Usually it is a neighborhood here and a neighborhood there. If you get them together, have community things that could help the schools. Schools are not just one neighborhood. They are from all over.

Senator **Bayh**. What kind of weapons have you seen?

Tim. Pipe wrenches and sticks and knives.

Senator **Bayh**. Any karate sticks?

Tim. Yes.

Robert. I call them knuckchucks. They make it in all kinds of shapes and put a real thick chain on it and lock it to make sure it does not come loose and they beat people across the head.

Senator **Bayh**. They could also break your neck, I suppose?

Robert. Yes.

Senator **Bayh**. Are there any Saturday Night Specials in the Pittsburgh schools?

Tim. Not that I have seen.

Senator **Bayh**. Have you seen any in your schools?

Kevin. Yes. They have them.

Senator **Bayh**. Are there any school regulations against that kind of thing?

Kevin. Yes.

Senator **Bayh**. Why aren't they enforced?

STUDENTS FORM OWN SECURITY COUNCIL

Kevin. Well, teachers are afraid.

All the students that have been ripped off or something happened to them, they got together and elected a president, vice president and they took everything under control with the help of a security guard.

Senator **Bayh**. Have students within the school system had an impact on keeping themselves from being ripped off?

Kevin. At first, they assigned a parking lot. If other students see the security council coming around, they will hesitate before they start to rip off a car or some hubcaps or something.

Senator **Bayh**. Have you had anything stolen from you?

Kevin. I have had some coats out of my locker, some hubcaps off my car.

Senator Bayh. What do you think ought to be done to the student that steals coats out of your locker and hub caps off your car in the parking lot?

Kevin. Prosecute him.

Senator Bayh. Would you kick him out of school, send him to jail, fine him? What would you do?

Kevin. He has got to have some reason. I don't know what his motive is. Maybe it is family problems, school problems, a lot of reasons but maybe there is a reason there. Maybe he just wanted the coat. Maybe he wanted some money. I don't know.

Senator Bayh. What about drugs? Do you have a lot of drugs in your school?

Kevin. Drugs are there. Everybody goes out in the back parking lot or in the woods, and they party all day long. They have had a couple of pushers. Dope is easy to get in school.

Senator Bayh. Do you get it from other students?

Kevin. Yes.

Senator Bayh. Do you have any idea where they get it?

Kevin. They have connections. I guess it is pretty easy to get.

Anytime you need anything, you pass the word and you will get it one way or another. If you needed an ounce and you asked somebody by first period, by third period you will get it.

Senator Bayh. An ounce of heroin?

Kevin. No, grass.

Senator Bayh. It takes 2 hours?

Kevin. About that.

Senator Bayh. What does an ounce cost?

Kevin. It depends on the quality, I guess. Anywhere from $15 to $20.

Senator Bayh. What about alcohol? We have all sorts of reports about kids getting bombed in class or after class or coming to school all boozed up.

Robert. Yes, they do it. But most of the time you don't catch them drinking that much. You just find three or four people drinking whiskey in one little bunch, but not too many. Most people you see walking around, they are smoking grass after they've dropped a pill or something like that. Beer or wine, you see that all over. They get it from other people.

Senator Bayh. That is going on in the schools?

Robert. Yes.

Senator Bayh. What about you, Debbi?

Debbi. Most kids smoke and drink when they are out of school. They simply go to the store and buy some wine. Some people even get high all day long at school.

Senator Bayh. Tim, how about alcohol in your school?

Tim. Just a football game or something, at special occasions, someone brings some wine because they want to be bad or something.

Senator Bayh. You haven't noticed that in the classrooms or in the schools?

Tim. There is no way you can get in the classroom with wine. You will be right down to the office if you tried to bring wine into the class. We have pretty good security in our school building. Out on the campus, you can do anything.

Senator **Bayh.** What is the motive for this? Is it that the classroom experience is not an interesting one, or that the home situation is such that you can't keep your mind on the class, or is it something else? We are trying to find out what we can do to be helpful. It is difficult for me to have a real understanding. What do we need to be thinking about in the school system, in the community, in the home?

BORED IF CLASS NOT "FUN"

Robert. They figure like when you go to class, you are supposed to have fun, and they get bored.

Senator **Bayh.** They get bored?

Robert. Yes. They get sick of being in that class. Like gym, they go there because they aren't doing any work. They are just exercising.

Senator **Bayh.** There is a difference between not doing any work and doing work that is interesting, isn't it? Are we saying that reading, writing, arithmetic, history, and English—the way they are presented—are not interesting; or that students don't want to take the time to go through the effort to learn?

Robert. They haven't got the time to go through it. If you are really deep into work, some people can deal with it. They will work. Then after class, they get high and go back to work. But most of the young ones like the freshmans and sophomores, those are the worst ones, but the older ones give it to them.

Then they mess up in school.

Senator **Bayh.** You think the young ones come to school wanting to learn and the older ones intimidate and frighten them into not doing so?

Robert. Yes. They say we have fun at this school. We get high. Let me introduce you to some of my friends. The next thing you know, the boy or girl is sitting around getting high all day. She or he has forgot about school.

Senator **Bayh.** You mentioned earlier that there was gambling in the schools. Is there a great deal of that?

Robert. Yes. They play cards, gamble, shoot dice, pitch pennies, they pull out these 3 cards and switch them up and put $5, $15, $20 bets on it. You turn over the black card and you get the money.

Most of the people lose their lunch money and come back home and lie to their parents and say somebody stuck them up, when they really lost it in a crap game.

Senator **Bayh.** Is there extortion where one student threatens another that if he doesn't give him his lunch money, he is going to hurt him?

Robert. If he goes to school and worked and got his check and he goes out there and gambles and loses it all, he is going to go back home and get a gun and try to get his money back.

Whoever he sees, he is going to try to get his money back, whoever has the most money. You say, well, you should not have got in the game. You lost it. It is my money now. They say no, and they stick you up. You have to empty your pockets. When I walk down to the school, I got stuck up once or twice. Not for big money. They know you got it, they ask you why don't you lend me this until Friday.

You have things to do with your money. They need it bad. They stick you up if they don't get it. Police stop them. They bust them, but not like they should. The people that think don't have it, they got it. They got guns. They carry .45's, .38 specials.

Senator **Bayh**. Right in the school?

Robert. Yes.

Senator **Bayh**. Have you ever seen one fired in the school?

Robert. The only time they would use a gun is like when everybody is in the cafeteria to eat lunch. Somebody picks up a tray and throws it and it hits somebody in the head. They pick it up and throw it back. Then everybody throws and everybody is under the tables. Then all the noise is going on and you don't know what is going on.

Most of the time, they catch them, whoever comes in school with a gun. They try to be slick about it. They put the gun in their back, side, shoes, whatever and go up to the school and put it in their locker or keep it with them in class just in case they have any trouble.

Senator **Bayh**. Do students feel they can get away with this kind of stuff?

Robert. Yes. If they aren't caught within a year, they feel like they can have a gun just in case you bump into something.

Senator **Bayh**. What about the students getting hurt and ripped off?

Robert. If they rip them off, they go to the principal and tell. They say I got ripped off. He says how? Well, I was over there where they were gambling. They stop them, and say that is how you lost your money. Most principals don't think you have been ripped off. They think you have been out there gambling. Really they got stuck up. They might call the police and let them know to look out for so and so to pick them up. The plainclothes detectives are cracking down on some of them.

Senator **Bayh**. We are trying to determine how many students are really involved in this. Suppose you had a typical classroom of 30, or three classrooms with 100 students, in your school in Pittsburgh. Out of those students, how many students would be participating in this activity?

Tim. About 5 or 10.

Senator **Bayh**. How about your school, Kevin?

Kevin. Sometimes about 9 out of every 10 people are out getting high.

Senator **Bayh**. Nine out of every 10 getting high?

Kevin. Yes.

Senator **Bayh**. Debbi?

Debbi. In some groups 9 out of 10 are getting high. The kids who are not interested, they sit back and are bored.

They don't have anything to do. They can't get into activities because they don't have a 3-point average or a 4-point average so they decide to get high. Everybody is not smart so that just leaves them to get high.

Senator **Bayh**. I assume then it is easy to get drugs in your school?

Debbi. Really easy. All you got to do is say you want it and you can get some right then and there.

Robert. You can say, where is the dope pusher? Is he around? They are all around.

Debbi. They buy it from somebody in the neighborhood and then sell it or give it away. A group of kids cut classes and all go get high and come back to class and they are high and ready for the next class.

Senator **Bayh**. I assume that most of the students know where the source of drugs is?

Debbi. Yes.

Senator **Bayh**. Whether it is another student or somebody walking around the sidewalk?

Debbi. It is another student at the school I go to.

Senator **Bayh**. Why is it that those people who are selling it, the students that are selling it, are not disclosed?

Debbi. Because almost everybody in the school gets high so who wants to tell, you know?

Senator **Bayh**. Do teachers have any idea who this is?

Debbi. Teachers know that people get high but they can't prove it. They got to catch them with the stuff. Sometimes if they catch them, they say we will transfer you to another school and they won't call the police on them.

Senator **Bayh**. You mentioned, Tim, that within Pittsburgh there has been the development of a security council?

Tim. Yes, sir.

Senator **Bayh**. A security council would be good, at least it would be a contribution helping to maintain protection against theft and intimidation. What do we do to make students want to learn, instead of getting high? Is there any way of getting them high on the subject matter?

STUDENT ACTIVITY PARTICIPATION

Debbi. If you had more things the student could participate in, that might take away the boredom. Usually only the smart kids are participating in the activities.

Senator **Bayh**. What kind of activities?

Debbi. Newspaper staff or yearbook staff, different activities. Usually on those staffs, the faculty has to recommend you, you have to have a high grade average. If you don't have that, you can't make it. There is nothing for you to do but get high.

Senator **Bayh**. What do you think, Kevin?

Is there anything you can do to create more interest in subject matter in the school, and in learning instead of getting high?

Kevin. There is always a point of motivation. When you are dealing with 2,400 students, how are you going to motivate every one of them on the same subject? There is every personality. Everybody likes something different. You try but no matter what you do in any society, not everybody is going to want the same thing. There are games maybe once a week or once every 2 weeks.

Everybody will buy a ticket for the games to let you out of school, but then they climb the fence and split. There has got to be some type of motivation.

Some teachers, maybe a history teacher, if he is a good teacher, some kids will stick around. But if a teacher is really just strict to the course, not actually a one to one basis with the students, it is very hard to do anything.

Senator **Bayh**. Robert, if you and I were sitting down trying to determine what we could do to make your school better, what is the first thing you would do?

Robert. Bust, catch them.

Senator **Bayh**. In other words, arrest those doing these things?

Robert. Right.

Senator **Bayh**. Would you kick them out of school? Would you fine them?

Robert. No. Most people take that. You look at a schedule and they say 46 days absent. You don't want to go to school. You are just coming up here to goof around. That is the way teachers talk to them. They feel like if somebody would sit down and talk to them, they could make it. But nobody will. They talk about things that they did wrong.

WANT SOMEBODY TO GUIDE THEM

They know what to do but they want somebody to guide them all the time.

Senator **Bayh**. First you say you would penalize the people who were doing wrong and secondly, from what you just said, I suppose you would try to develop some kind of a system where you had counselors?

Robert. Get all the counselors and everybody, after you have caught hell, sit down and talk to them. The ones that really don't want to do nothing, let them go. If you caught them on dope or something, do whatever you think is best.

Senator **Bayh**. If you have a problem at home that you are worried about that relates to your performance or your attendance in school, is there anybody at your school you can go talk to about it?

Robert. Yes.

Senator **Bayh**. Who?

Robert. The principal.

Senator **Bayh**. How many students do you have at your school?

Robert. Four thousand.

Senator **Bayh**. Is there anybody else besides the principal you can talk to?

Robert. The counselor. Before you come to the school, when you are a freshman, the principal tells you whenever you have a bad problem come to me and we will solve it. Most people go to the principal and he says, "Oh: what the heck. I don't want to listen to this." That is the way the students feel in their minds. They sit down and talk about it awhile and then they say all right, I want to see you tomorrow or next week and see how you are. It just gets worse and worse.

Senator **Bayh**. Is there any way that some students could rap with other students about their problems? Would that be helpful?

Robert. Yes. But then again, after you done told your friend, he will want to get high. He will say get high, get it off your back. Tomorrow you will feel better.

Senator **Bayh**. How would it work in your school in Chicago if you developed the kind of system Tim was talking about in Pittsburgh where you have students involved in providing some of the security enforcement? Would that work in Chicago?

Robert. That would probably slow it up but it would just get worse. If there is a whole lot of police around and they are all the time around, they wouldn't do it, they would slack up on it. But, you just cannot have police everywhere.

Senator **Bayh**. What would some of the rest of you do to try to deal with the problem of drugs, being high, threats, intimidation, and theft? How would you suggest we try to solve the problem?

Debbi. All I can think of is more activities for the students, different types of things that they won't become so bored and they won't want to turn to drugs. If you keep their mind occupied, they won't turn so quick. If you just give them the same old thing every day, you might as well get high.

Senator **Bayh**. What do you think, Kevin?

ACTIVITIES AND NEED FOR MOTIVATION

Kevin. The activities are good, but you figure you got your teachers saying so much stuff is going on, you all have not proven to us that you are really doing anything so why should we give you the activity? Some really do work OK. We had, at our school, what they call the human kindness day and the theme was "I'm OK, You're OK." All the classes were half an hour long. We had two bands. They played from 12 o'clock to 2 o'clock and everybody just sat around and had a good time with no problems at all. They went around and took some surveys for suggestions and they are thinking about having it twice a year now.

Motivation is what it is all about.

Senator **Bayh**. Was there more motivation the day after human kindness day than the day before?

Kevin. Yes. Everybody was all friendly and everything. Even the teachers went out there.

Senator **Bayh**. How about the next week? Were there fewer people getting high than there had been the previous week?

Kevin. No. It is the same thing all over again.

Senator **Bayh**. Do you have any suggestion, Tim?

Tim. If you could get the teachers interested in the student instead of just teaching class, have them do things with the students instead of against them. In our school the problem is that it is the teachers against the students. If you could find some activity where the students and the teachers do the same thing, they would go to class.

Senator **Bayh**. All of you have pretty well suggested that if you want to get drugs, the students know where to go to get it. Is it also known that if you steal property, there is a place you can sell it?

Robert. Right.

Debbi. Sure. You can sell it to another student. If you steal something, some people say, "I will give you a nickel bag of marihuana if you steal this dude's tape," and they do it.

Senator **Bayh**. How about a typewriter?

Robert. They won't try to sell it inside the school.

Senator **Bayh**. Is there a fence somewhere outside, where you can get money for typewriters?

Debbi. It depends. People don't usually steal typewriters.

Kevin. Who would want a typewriter? You can't take it and put it in your car and do much with it.

Senator **Bayh**. There are some examples of typewriters being stolen and then fenced—sold for money. I am glad that is something you all are not really aware. I don't think we want to exaggerate the number of students involved in typewriter thefts, but there has been a significant amount of vandalism where people come in after school and steal and then fence the articles.

Do you know if any of that is going on?

Robert. That happens. They don't break in their own school. They break into somebody else's. The most schools they break into are grammar schools. They figure grammar schools have more things than high schools. They figure high schools, everything is old and you don't get nothing new.

SEE SOMETHING . . . IT IS A GIFT

Everything like typewriters, they chain them to the desk and they can't steal them and they get mad. They go inside a grammar school and they see something and they figure it is a gift. Just like when people leave their keys in their cars, they say that is a gift.

Just like when people leave them. People do these simple things. They leave things out. They just don't want them. If you pay more attention to what you are doing, you won't lose so much.

Debbi. In Akron, every door is wired for a silent alarm. But just touch the door, police are there

Senator **Bayh**. I appreciate you all coming. You have had different experiences from a lot of us and I would like to share them.

Kevin. The only way you are really going to understand what is going on is if you go out and see it for yourself. Go to one of the schools and walk around the building and see what is going on. That is the only way you are really going to understand anything is if you go out and see for yourself.

Senator **Bayh**. I have done that and we are going to try to have some on the scene experiences, but it is hard to develop the kind of communications we want to have.

People think the guy in Washington can't understand, does not want to understand; he is on the other side, whatever that might mean. I concur that you can't sit here and understand it. But I am not in your shoes. There is nothing I can do to put on your shoes as far as your experience.

Robert. If you saw these people, you would be shocked.

Kevin. You would be surprised. You would not believe some of the things that could happen. You see somebody walking down the hall with a cane and if you unscrew the top and put it out, it is a type of dagger. You would not believe something like that could go on in school, but it does.

Senator **Bayh**. I have seen it, not only with a dagger but also the one that has the .22 rifle in the top of it. I have to say that I did not believe it the first time I saw it, but I have seen enough of them now that I understand what is going on.

I would like you to help me understand why it is going on, and what we can do to keep it from going on.

PARENTS COULD STOP . . .

ROBERT. Parents can stop most of it. But people on heavy dope, they figure parents are dumb. They don't know nothing. You tell them you are going outside, or you tell them you are going shopping and you go someplace else to get high, they don't know nothing about it. That is why they do it. They figure their parents are dumb. They think their child is an angel.

Senator **BAYH.** Shouldn't parents be aware of what their children are doing?

KEVIN. How is a parent going to find out? A lot of people go to school and say it is the teacher's fault. There are a lot of good teachers. There is a gap between parents and kids.

Senator **BAYH.** But is it too much to expect of a parent to try to be aware of what is going on? Having been through that stage, I am not absolutely certain I knew everything that was going on. But I had a pretty good idea where my son was, what time he got in, and what sort of company he was keeping.

You have an opportunity to determine whether that is happening or whether it is not, and you can do that without being a gestapo agent.

KEVIN. At school you don't know. He leaves at 7 o'clock in the morning and comes home at maybe 2:30 in the afternoon.

Senator **BAYH.** You don't think the parents have the responsibility to talk to the teachers once in a while?

DEBBI. If a student wants to get high or do whatever, no matter what you do, they are going to do it.

LACK OF HIGH SCHOOL PTA'S

KEVIN. You say like a first grader does not want to go out and get high every day. You go to an elementary school, the PTA is huge. You go to a senior high and you see maybe 20 parents in a PTA.

TIM. If they could talk instead of arguing, then they might get something accomplished.

Senator **BAYH.** Somewhere between the 1st grade and the 12th grade there is a breakdown. Obviously, just by the teacher and the parent willing it to happen or by saying you are going to do thus and so, does not mean that is going to happen. I want you to help me with the "why " of it, not the "what."

If we are going to solve the what, we have to know more about the why.

ROBERT. It is a feeling. Most people when they never tried it, and then try it, they choke. They dislike it. But then again, when they go to a party, they smell marihuana and they get high from smelling it. They say I am going to do it this night and I am not going to do it anymore. They have smoked so much, they have got used to it. Every day you have that feeling in your mind, you are feeling good. You think you are up on things.

The next day, if you feel like you don't want to get high, you may skip that day—but you are going to get high one day that week. You are going to get high no matter what anybody does, unless somebody locks you in a house for a week.

Senator **Bayh**. That is not going to keep you from getting high, once you get out.

Robert. Once you get high, you are going to do it again.

Senator **Bayh**. You are from a different generation, a different experience. I hear some young people talk about the kind of environment in the classroom and the playground or after school where they get high on the educational experience—the excitement of learning, of preparing themselves to do better than their parents were able. Is that being naive? Does it have to be a bore?

Debbi. No, but it usually is boring.

Robert. It is fun. But the people, once the teachers teach them and they learn and they know they know it, why go to class when they are going to teach them the same thing?

Senator **Bayh**. Did you go to an alternative school, a different kind of school than just the normal kind of classroom situation?

OPERATION IMPACT PROGRAM

Robert. They catch you before you get into this heavy stuff. They start you when you get out of sixth grade. They start you from the seventh. The people that want to drop out, they have been getting high, they are just sick of school, that is why they got this Operation Impact—to stop it, to help you to sit down and be taught. If you don't get the education, you might not ever make it. Impact is there. They wanted to help them.

Senator **Bayh**. Does it work?

Robert. Yes.

Senator **Bayh**. How many students were there with you in Operation Impact?

Robert. I did not like school. I wanted to drop out. I wasn't there for a year. They picked 80 out of my school, 80 out of another school and 80 from another school. They took 80 people from three different schools and put them all together.

It was rough. It was a fight every day. People were busting them but they cracked down on them. It was 80 people in the whole school and they stopped them. They had people put in jail. Teachers would go and bail them out and they would talk to them, and they listened and they would go to school and try to learn something.

Senator **Bayh**. Do you have a different understanding of what you ought to do now, than before you went to this Operation Impact?

Robert. Yes. It has changed a lot.

Senator **Bayh**. What are you planning to do when you become older?

Robert. I am going to be a lawyer.

Senator **Bayh**. What grade are you now in?

Robert. Senior.

Senator **Bayh**. What college are you going to?

Robert. Portland Community Law Enforcement College. I just came back from Portland, Oreg., with my father. I wanted to go there to a school called Washington High. It was nice. It was like a whole different scene, getting out of all that danger and putting you into something nice. You wish the other schools were like that.

When I left, I felt bad because I really didn't want to leave. I figure if I leave this time, the only time I will be able to come back is to visit my mother.

Senator BAYH. Operation Impact, is that in Portland or Chicago?

ROBERT. Chicago.

Senator BAYH. You graduated from that school this week?

ROBERT. They stopped it. They said there is no more money to help the school. Yesterday was their last graduation. They had it for 4 years.

Senator BAYH. The truth about Operation Impact is that I am talking to a young man who was inspired to go on to college to become a lawyer, from a very adverse environment. Now they have closed that program. Nobody else can have that opportunity because we don't have enough money.

Is that it, Robert?

ROBERT. Right.

Senator BAYH. I wonder what the true cost to society is going to be?

We are running out of time. I know you have a lot of things to do. I appreciate your helping us understand better the students' viewpoint. Thank you all, very much.

Our last witnesses today are a panel of school security administrators, Harry Wilson, Bellevue, Wash.; Wayne Howard, Lexington, Ky.; and Peter D. Blauvelt, Upper Marlboro, Md.

We appreciate having you with us, and will appreciate your thoughts. You are in a good position to give us a different perspective. Might we start with you, Mr. Wilson?

Mr. WILSON. Thank you, Mr. Chairman. I appreciate your asking be to be present and to participate in this hearing. I will submit my statement [1] for the hearing record, rather than reading it in full.

Senator BAYH. It will be included in the record.

PANEL OF SCHOOL SECURITY ADMINISTRATORS

STATEMENT OF HARRY W. WILSON, BELLEVUE SCHOOL DISTRICT, BELLEVUE, WASH.

Mr. WILSON. Thank you very much, Mr. Chairman.

Bellevue is a suburb of Seattle. It is an affluent community across Lake Washington from Seattle. The Bellevue School District has 22,000 students and 38 schools.

So far we have not had the problem of violence against persons to the extent we have heard about in other parts of the country. We have assaults on students and more rarely on staff, but the assaults on staff occur primarily when they are dealing with intruders on campus.

Senator BAYH. Intruders?

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[1] See p. 278.

Mr. Wilson. Right. We have some problems with legislation regarding intruders. For that reason we are having problems. When a staff member becomes involved in removing an intruder, it sometimes results in an assault. Guns are not a way of life in our schools. We have had two instances of which I am aware. One gun was discharged during an altercation, at a senior high school in 1971.

In another instance, a junior high youngster recently brought a gun on campus, claiming it was for protection.

Last fall I noticed an increase in the number of students carrying long knives, at the junior high level. But we have not had major problems with violence against persons. Most of our violence is directed against property. In the previous fiscal year, 1973–74, our crimes against property cost the district approximately $68,000. However, during the current fiscal year, 1974–75, we have had three major arsons.

FROM "BEER BUST" TO MAJOR ARSON

One arson resulted in a loss of $1 million. It was the arson of a senior high school learning resource center. Some kids were having a beer bust and one of them suggested that they burn the school. One of the youths said, "Yes, let's do it." So four of the boys at the party later burned the learning resource center of the school.

The building was valued at $300,000. In addition, there were 40,000 volumes, about 10,000 periodicals, many irreplaceable, and approximately $50,000 in audio-visual equipment destroyed. The four youngsters were arrested. One 16-year-old was referred to juvenile court. The other three were 18 years of age and were charged with first degree arson in adult court. Since that time, we have had another $100,000 arson in an elementary school and later there was another arson in the same school which resulted in a loss of around $1,000.

Our property loss per student has increased from $3.03 in 1973–74 to an estimated $55 per student in 1974–75, due to the three major arsons, which is a sizeable impact financially and represents a loss in money which is needed in educating kids.

In addition to the monetary loss, it is a terrible thing when staff and kids come in on a Monday morning and the buildings and classrooms have been vandalized and the educational process is disrupted by all of the inconveniences to the teachers and students.

We have noted that a small percentage of the students are engaged in vandalism and disruptive acts. Approximately 95 percent of the kids are not involved. But a small percentage are involved repeatedly. It is that small percentage which is causing the problem. I feel that, first, we need intruder alarm systems in our schools and we need to catch these kids the first time they break into a school, identify them, and deal with them through the juvenile justice process.

"VOCATIONAL TRAINING SCHOOLS FOR BURGLARS"

We should not let this type of activity continue so that they become experienced burglars. Now, we are operating vocational training schools for burglars by allowing them to enter and burglarize our schools at will.

Next, we need to get involved in reeducating these kids concerning the value of property belonging to other people, including public property. This is a long and painful process and cannot be accomplished overnight.

We need to take immediate steps to stop vandalism and property damage. We have had some serious problems with financing in our area. Bellevue is a community which always has passed its levy and had quality education in its schools. In February of this year the voters turned down a $19.6 million levy. We went back to the voters later with a reduced levy and it passed when most levies in other districts throughout King County and the State were failing.

In most of the neighboring districts, including Seattle, the levies have failed. Right now they are faced with closing buildings. They are faced with laying off teachers. They are faced with reducing services. All of the school districts in King County need intruder alarm systems or to expand their existing systems. It would be desirable to have a central station in King County to monitor the systems of all the school districts and prorate the cost among the districts using the service.

I went before the superintendents of King County and presented this concept. They would like to pursue it. Since that time, however, levy failures have made the chances of getting money locally to erect such a station impossible.

We would like to obtain Federal funding to erect a monitoring station such as I have described. Violence is increasing all over the country and we would like to decrease the violence against property in Washington State before crimes against persons become more serious. We have a Bellevue psychiatrist who has statistics which show that violence in the Northwest increased from 113 incidents per 100,000 persons in 1966 to 250 in 1972, and has escalated another 59 percent since that time, at the rate of about 1 percent per month.

EARLY INTERVENTION ESSENTIAL

According to this source, most of the serious juvenile crime is committed by 6 percent of the kids. He says unless the juvenile is dealt with intensely at an early stage, by the time he commits a third offense, he has become a part of that group likely to go on to commit most of the serious crimes, including homicide.

The Cascadia Diagnostic Center in Tacoma, Wash., is operated by the State of Washington and analyzes the behavior of kids who get into trouble and are sent there for examination and evaluation. Youth offenders from King County, including Bellevue, are sent there for diagnosis. This center developed a delinquency profile for the period January to April 1975, from 260 juveniles diagnosed. Of the 260 juveniles, 200 were boys and 60 were girls ranging in age from 8 to 18 years. They were asked about the crimes in which they had been involved.

The profile points to what the juveniles say they have done rather than the crimes for which they were apprehended or incarcerated. Point 5 percent of the boys said they had been involved in a homicide; 16 percent of the girls said they had been involved in a homicide.

Fifty percent of the boys said they had been involved in arson; 20 percent of the girls; 16 percent of the boys said they had been involved in an armed robbery; 6 percent of the girls; 45 percent of the boys said they had committed assaults; 90 percent of the girls.

The crimes responded to included prostitution, rape, et cetera; 100 percent of the boys said they had been invloved in burglaries, the number of instances being over five times per boy; 100 percent of the girls admitted to having been involved in burglaries, the number of times being over two per girl; 15 percent of the boys said they had attempted suicide; 50 percent of the girls.

When they were asked about narcotics, 100 percent of both boys and girls said they had used narcotics. When asked how many times, they indicated it is a way of life. One hundred percent of both boys and girls admitted that they had been involved in the sale of narcotics. The average number of felonies these kids admitted to was over 30 for each boy and over 12 for each girl.

This gives an idea of the crimes in which kids are getting involved in Washington State.

REPORT ON SAFE SCHOOLS STUDY

Mr. Chairman, Mr. Joseph I. Grealy, president of NASSD, has asked me to report to you on the Safe Schools Act study status, over which we are most concerned and still alarmed, and to reiterate our recommendation that the sum of $103 million be appropriated as emergency funding to:

One: Finance the Safe Schools Study in the manner we recommended at the April 15, 1975, hearings, as well as

Two: Also fund immediate aid to the State and the school districts for demonstration projects and hard-hit school district aid while S. 1440 is in the legislative process.

We so much appreciated your writing HEW on the Safe Schools Study problem. Since the April 16th hearing, Mr. Grealy and Mr. L. W. Burton have met with Dr. Virginia Trotter, Assistant Secretary of HEW for Education and her staff on the Safe Schools Study problem.

This most esteemed and capable lady was indeed most cooperative and took steps to alleviate the problem insofar as the National Institute of Education is concerned.

However, the National Center for Educational Statistics of HEW is under fiscal restraint to the point it presently cannot conduct the Universal School District Survey needed by the Congress and the people of the United States.

It is essential, in fact vital, that NCES conduct a further survey of whole school districts on a universal basis and not on a drastically limited police-only basis. School principals and teachers, after all, handle the bulk of disciplinary offenses and problems, even those in the minor and major crime areas.

NASSD member school districts are reporting vast differences in the actual crime and incidents as opposed to the initial limited NCES survey form.

If HEW is not permitted to do a universal study of school district losses, incidents and other problems due to crime and violence per section 825, then the private sector will have to provide such a study, if Congress and the public are to be allowed to see what is actually going on in the schools.

Mr. Grealy and Mr. Burton also met with the National Standing Committee of the Council of Chief State School Officers, the Committee on Evaluation and Information Systems, which had advanced quite reasonable objections regarding the NIE Evaluation and Analysis of Safe Schools Study. CEIS now appears to be cooperating fully, after being advised of the particular importance of the schools in this work.

HEW is even more responsive to this problem of today. Dr. Trotter has indicated her desire to work out the matter of a proper Safe Schools Study. We are sure she will help in all ways that she can. However, we know that she will need funds, such as we have recommended—$3 million—and further direction as to carrying out the school district universal study to augment the partial, but limited work, now underway.

One matter already well known to us in the security field is the grave need for a universal incident reporting form for the schools. So many just don't have a method to keep data now.

Attached to my statement is a sample from the Alexandria, Va. National Model School District Security System[1] which is most useful and which was published nationally by the Security World Magazine for all its readers to use.

In our conversations with HEW officials, we understand that the NIE study will include a simpler data only incident reporting form for use by principals. An example of this type of form is also included. This differs from the Alexandria form in that it deletes narrative and exact figures and ID required for investigations and school district records. It provides only statistical data.

Thank you, Mr. Chairman.

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[1] See p. 301.

PREPARED STATEMENT OF HARRY W. WILSON

JUVENILE CRIME BELLEVUE, WASHINGTON

Mr. Chairman, Members of the Subcommittee:

Bellevue, Washington, once a bedroom hamlet for the city of Seattle, now is a city of its own, the fourth largest in the state, with approximately 65,000 residents. It is regarded as an affluent community with a highly educated and motivated population. Citizens actively participate in city government and school matters.

Bellevue School District No. 405 does not have the same boundaries as the city of Bellevue, but takes in the towns of Clyde Hill and Medina, and extends into the county, with Newport Senior High School, a junior high school and three elementary schools being in the unincorporated areas of King County. Greater Bellevue, with the boundaries of the school district, has a population of about 85,000 people.

The district is one in which the levy has had a history of passing because both the residential and business communities have had an important role in the education of students.

For the first time in the school district's history, on 4 February 1975, a levy of $19.6 million failed, but a reduced levy of $15.9 million was passed by the voters on 8 April 1975. This levy was passed on the second attempt when those in most other school districts in King County, including Seattle, were failing.

The Bellevue School District has 38 schools, including 4 senior high schools, 8 junior high schools, 24 elementary schools, and an off-campus school. It also has an optional junior high school and an educational service center, maintenance shop, warehouse and automotive garage, and lots for parking one of largest bus fleets in the state consisting of approximately 90 buses. It has almost 22,000 students and a staff of about 2,000 employees.

The district has provided for quality education, not only for the average child, but also for the exceptional student and the mentally, emotionally and physically handicapped child. The child with a learning disability, as well as the gifted child of exceptional ability, is provided for, and classroom experiences are designed for the entire spectrum of learning abilities. Salaries attract a highly competent staff.

Bellevue schools have not had a major problem with crimes against persons. Assaults against students have not been frequent and assaults against staff have been rare. In the fiscal year 1973-74 reported crimes against persons consisted of 2 robberies; 12 assaults, 10 of which were against students; 1 extortion; 1 threat with a dangerous weapon; 4 sex related incidents, including indecent exposure, child molestation and indecent liberties; and 7 dangerous strangers. There were no incidents of guns being reported on the campus, but there was an increased tendency on the part of students at the junior high level to carry switchblade or long bladed knives "for protection".

During this fiscal year, 1974-75, one junior high student was apprehended at school with a gun he had brought from home "for protection". The only other incidence of a gun on the campus in recent years was at Newport High School on 20 September 1971, when a revolver was emptied into the ground during an alterration.

At a recent conference of the Washington State Juvenile Officers Association, one of the persons on the program was from the Cascadia Diagnostic Center in Tacoma, where the state of Washington has maintained reception and diagnostic facilities for juvenile offenders since 1955. Its function is analyzing the behavior of juveniles and recommending treatment programs. Serious youth offenders from King County, including Bellevue, are sent there for diagnosis. This center developed a delinquency profile for January to April, 1975, from 260 juveniles diagnosed. 200 were boys and 60 were girls. Their ages ranged from 8 to 18 years. The profile points to what the juveniles say they have done rather than the crime for which they were apprehended or are incarcerated. The results of the profile are as follows:

JUVENILE DELINQUENCY PROFILE

	BOYS	GIRLS
HOMOCIDE	.5%	16%
ARSON	50 %	20%
ARMED ROBBERY	16 %	6%
ASSAULT	45 %	90%
RAPE	4 %	-
PROSTITUTION	-	16%
MOTOR VEHICLE THEFT	100 % (2+ times)	20%
BURGLARY	100 % (5+ times)	100% (2+ times)
FORGERY	51 %	89%
BREAKING AND ENTERING	100 % (4+ times)	100% (2+ times)
CAR PROWL	100 % (7+ times)	60%
LARCENY (INCLUDING SHOPLIFTING)	100 % (20+ times)	100% (6+ times)
PETIT LARCENY	100 % (8+ times)	100% (5+ times)
VANDALISM	100 % (3+ times)	43%
JOY RIDING	100 % (4+ times)	15%
ATTEMPTED SUICIDE	15 %	50%
USE OF NARCOTICS	100 % (constant-way of life)	100% (constant)
SALE OF NARCOTICS	100 % (4+ times)	100% (2+ times)
RUNNING AWAY	100 % (4+ times)	100% (9+ times)
TRUENCY	100 % (35+ times)	100% (20+ times)
AVERAGE NUMBER OF FELONIES	30+	12+

Violence in the Bellevue schools has been directed primarily toward property. Property damage and losses have been on the increase as reflected in the fiscal years set out below:

Fiscal Year	Amount of Property Loss	Cost Per Student
1970-71	$ 32,158.98	$ 1.35
1971-72	33,189.72	1.44
1972-73	47,872.97	2.11
1973-74	67,539.97	3.03
1974-75	1,200,000.00 (estimated)	55.00 (estimated)

Property losses are expected to reach the figure of $1,200,000 in the fiscal year 1974-75 due to three arson fires.

The first arson fire estimated at $1,000,000 occurred at Newport High School on 29 July 1974. The building housing the learning resource center and valued at $300,000 was completely destroyed. In addition, the loss of the contents included approximately 40,000 volumes, about 10,000 periodicals, and approximately $50,000 in audio/visual equipment. Some of the volumes and editorials were irreplaceable and some were replaceable only on microfilm. It was a collection which took the experienced librarian about 10 years to accumulate.

The fire was set by molotov cocktails following a beer bust at which the suggestion was made by someone present that they burn the school. After an extensive investigation by both the fire marshal and the police, 4 arrests were made: one was a 16 year old, and 3 were 18 year olds. The case of the 16 year old was adjudicated in juvenile court. One of the requirements set out by the juvenile court was that he perform 500 hours of community service.

The three 18 year olds were handled in adult court, where they entered a plea of first degree arson. (One set of photographs of the Newport High School fire is enclosed for the committee.)

Following the Newport High School fire, Phantom Lake Elementary School, located in the city of Bellevue, suffered an arson fire on 28 September. That loss was estimated at $75,000 to $100,000. This case is unsolved.

Subsequently, another fire was discovered by a school security patrolman on 28 October at Phantom Lake Elementary School, which could have been extensive had it not been detected at the time. This fire was set by two juveniles who had held a flame to a plastic window in a classroom door. After the juveniles left the school, the plastic continued to be consumed, although not in open flame, until it reached the wood of the door which ignited and burned the side of the frame building. The two boys responsible, upon learning of the damage, told their parents of their actions, and their parents, in turn, notified the police. (One set of photographs of both fires provided.)

Numerous wastebasket and restroom fires of little damage have occurred throughout this fiscal year.

Of the 1,344 instances reported to the security office in the fiscal year 1973-74, there were 522 instances of glass breakage due to vandalism with a total of 1,397 windows broken. This number has increased every year since 1970-71 when there were 232 instances of glass breakage with 872 windows broken due to vandalism. Glass breakage in the fiscal year 1973-74 cost the Bellevue School District $23,710.64.

In 1974-75 vandalism to other facilities cost the Bellevue School District $24,929.50, and vandalism to equipment cost $2,162.32. There were 18 instances of graffiti of sufficient magnitude to be reported. There were 28 fires. Most of these were wastebasket fires of little magnitude, however, a restroom fire was somewhat more extensive. Seventy instances of larceny were reported amounting to $6,273.37 in losses to the Bellevue School District. There were many instances of larceny of private property which went unreported.

There were 61 reported burglaries with property loss, in addition to damage to facilities, amounting to $10,463.96. There were 10 additional instances of breaking and entering.

The losses caused by breaking and entering the schools are not losses due to vandalism alone, but in many cases are burglaries in which valuable property is taken.

As an example, Sammamish High School has experienced three burglaries, totaling $4,837.58 in less than one month, between 23 April and 15 May, 1975.

On 23 April, the music department experienced a loss of electronic equipment in the amount of $1,909.45. On 4 May, food from the food locker amounting to $223.13 was taken in a burglary. And on 15 May, the music department had another burglary in which electronic equipment amounting to $2,705 was taken.

Another example occurred at Highland Junior High School, which was burglarized on 26 May. At that time the industrial education shop lost automotive shop equipment valued at $420.

These are just a few of examples of the type of burglaries resulting in substantive losses in property occurring in the schools.

Total property loss for 1973-74 was $67,539.97. Total losses, including personal losses reported, amounted to $68,356.47.

The Transportation Department had a $349.06 loss included in the above figures which primarily was glass breakage of bus windows, except for the vandalism of a bus during an athletic event at a neighboring school, which amounted to $249.68. A large part of this was recovered by restitution following an arrest.

One of the items not included in the above figures, but which represents a considerable loss, is vandalism of telephones, particularly those on the outside of the buildings on some of the campuses. In some cases it has been necessary to move the phones inside the buildings. This, of course, brings about protest from some parents who want a "convenience" phone outside of each secondary school for use following ski runs and other events. The telephone company has taken the attitude, however, that these are not "emergency" phones and that to continue to lose money on these phones is not in the public interest, as continued losses result in rising rates to subscribers.

At about 7:00 a.m., 28 November 1974, a telephone booth at Sammamish High School was destroyed by a bomb, about the same time as the destruction of a photo booth in a shopping center in the city. The phone booth, located near the gym on the Sammamish campus, was totally destroyed. The roof, windows, and one wall had been blown out and debris was found 100 feet away in all directions. (One set of photographs enclosed for the committee.)

The Bellevue School District maintains a practice of attempting to obtain restitution from parents for property destruction by their children. A state law states that parents are responsible for damage up to $1,000 on public buildings.

Recently, a kindergarten student and a first grade student were responsible for breaking 17 large wireglass windows and 2 small door windows at an elementary school resulting in a loss of $1,209.90. Restitution was collected from the parents of the two boys involved. In the past the district has gone to court on at least one occasion to collect damages for vandalism.

In this case, occurring over the long 4 July weekend in 1971, quoting from the local newspaper, a brutal attack of vandalism "left a large portion of Tillicum Junior High School a paint-stained shambles, festooned with debris and broken glass".

Three juveniles "rummaged through more than 25 rooms smearing paint, overturning furniture, scattering books, and smashing windows. . ."

"Most heavily damaged were the Tillicum library, typing laboratory, and home economics classroom.

"Hundreds of books were stripped off the shelves and strewn about the library. Card catalogs were overturned and globes smashed. Pages were ripped out of dictionaries, atlases, and other reference books.

"Five new typewriters were extensively damaged, thrown to the floor of the typing lab. The room was also heavily splashed with black enamel paint.

"The home economics kitchen was a shambles, with syrup, flour, macaroni, and cleaning powder spread across the floor.

"Other rooms in the same wing received lesser damage. Most had paint smears or obscenities defacing walls, floors, and blackboards. Chairs and desks were overturned and papers scattered.

"Every door in the 25-room wing had its window punched out, and several windows were shattered. A pair of ornamental light fixtures hanging in a central stairwell was destroyed. . ."

Two other Bellevue schools were vandalized during the same period. Juveniles entered Odle Junior High School, smearing paint through six classrooms, and scattering supplies in a kitchen. Phantom Lake Elementary School also suffered lighter damage.

Three juveniles, ages 13, 13 and 10, respectively, were arrested in connection with the Tillicum Junior High School vandalism. The parents of two of the youngsters each agreed to a settlement of one-third of the cost of the damage. The parent of the third juvenile agreed that some restitution was required but said their son was involved to a lesser degree than the others.

The Bellevue School District went to court in a civil matter for restitution against the parents of the latter and called their son as a witness for the district. The court awarded the district the amount of one-third of the damage in restitution, plus court costs. (Newspaper clippings reporting on this case are attached as pages 10, 11 and 12.) (One set of photographs enclosed.)

Another example of vandalism occurred over the weekend of 23-24 February 1974, when vandals entered the new learning resource center at Ivanhoe Elementary School and left the place in such disarray that it took the librarians over 80 hours to get things back in order.

Physical damage was limited primarily to broken glass, but the vandals scattered learning materials and library records over the floor, removed film strips from storage cans, and strewed them about, threw tape cassettes around the room and dumped books on the floor. The intruders entered by breaking a window.

THE STATE'S
MOST HONORED
WEEKLY NEWSPAPER

BELLEVUE American

YOUR BLUE-RIBBON NEWSPAPER

VOL. 43 NO. 2 FIVE SECTIONS BELLEVUE, WASHINGTON 98009 GL 5-2222 20 CENTS JULY 8, 1971

	High	Low	Prec
June 29	70	46	—
June 30	68	47	—
July 1	68	46	—
July 2	72	45	—
July 3	75	42	—
July 4	63	49	.15
July 5	63	47	.43

Vandals cause $7,000 damage

BY KERRY WEBSTER

A brutal attack of vandalism has left a large portion of Tillicum Junior High School a paint-stained shambles, festooned with debris and broken glass.

School officials estimated damage at $6,000 to $7,000.

Police said juveniles apparently broke into the school over the long July 4th weekend, then rampaged through more than 25 rooms, smearing paint, overturning furniture, scattering books and smashing windows.

The destruction was discovered Tuesday morning by a custodian.

Harry Wilson, security chief for Bellevue Public Schools, said there were indications that two or more juveniles were involved, possible Tillicum students.

Police detectives spent several hours Tuesday lifting fingerprints and photographing tennis-shoe prints left in scattered powder.

Most heavily damaged were the Tillicum library, typing laboratory, and home economics classroom.

Hundreds of books were ripped off shelves and strewn about the library. Card catalogs were overturned and globes smashed. Pages were ripped from dictionaries, atlases, and other reference works.

Five new typewriters were extensively damaged, thrown to the floor of the typing lab. The room was also heavily splashed with black enamel paint.

The home economics kitchen was a shambles, with syrup, flour, macaroni and cleaning powders spread across the floor.

Other rooms in the same wing received lesser damage. Most had paint smears or obscenities defacing walls, floors and blackboards. Chairs and desks were overturned and papers scattered.

Every door in the 25-room wing had its window punched out, and several windows were shattered. A pair of ornamental light fixtures hanging in a central stairwell was destroyed.

The damage was inspected Tuesday by Tillicum vice-principal John Makarian, who pointed ruefully to an obscene reference to himself scrawled on a classroom wall.

"I wish they'd at least spelled my name right," he remarked.

Markarian said references to himself and the principal seemed to indicate that Tillicum students were involved. He said he had "one or two" problem students in mind, but no definite suspects.

Ed Sonstegaard, operations supervisor for the school district said little of the damage is permanent.

"They seemed to have ignored much of our expensive equipment," he said.

Several dozen projectors and tape recorders were untouched, although bookcases nearby had been overturned.

Two other Bellevue schools were vandalized apparently during the same period.

Juveniles entered Odle Junior High School, smearing paint through six classrooms and scattering supplies in a kitchen.

Phantom Lake Elementary School was entered similarly, but suffered lighter damage.

Using a tape recorder, Bellevue Police Detective Dennis Wyatt narrated a description of debris in a home economics kitchen. Detectives discovered numerous well defined footprints in various cooking and cleaning powders spread across the floor, and several fingerprints were lifted from furnishings. Another photo on page 5.

Frank Anderson Photo

More Tillicum damage

Smashed typewriters were inspected by Harry Wilson, security chief for Bellevue Public Schools. Five machines in a typing laboratory were extensively damaged, apparently by being thrown to the floor. Ink and paint were splashed over the wreckage. Another picture and story on Tillicum vandalism, Page one.

3 Held In Vandalism At Schools

P-I Eastside Bureau

BELLEVUE — Police have arrested three juveniles in connection with vandalism at two Bellevue schools last weekend.

The youths, two aged 13, and one aged 10, are believed to have caused between $7,000 and $10,000 damage to Tillicum Junior High School and nearby Phantom Lake Elementary School on July 4 and 5.

The two schools were found strewn with paint and other materials after the holiday weekend. Windows were smashed, equipment was damaged and obscenities were scrawled on walls and blackboards.

The two 13-year-olds are students at Tillicum, hardest hit in the weekend spree. The 10-year-old attends the Phantom Lake school. Police said the three will be referred to Juvenile Court.

"Seattle Post-Intelligencer",
Friday, July 9, 1971

The learning resource center had been completed only a few months before and was considered one of the finest such facility in the Bellevue School District.

The school's principal, Richard Foltz, requested that the school librarian delay the beginning of the cleanup work until students at the school had an opportunity to see the kind of destruction which had taken place. Each class was taken individually by their teacher to view the damage. (One set of photographs is being provided for the committee).

The youngsters were appalled to learn what had happened to their new library and upon their return to their classrooms, the sixth grade class decided to do something about it. They organized a school-wide paper drive with the goal of helping to replace some of the materials and equipment that had been ruined. The kids managed to bring in 5 and 1/2 tons of paper. The $110 they received was contributed toward repairing the damage of approximately $400 in addition to many hours of staff time.

A negative act was turned into a positive attitude on the part of most of the students at that school.

One junior high student in the Bellevue School District, within the past year, burglarized many business establishments in the area, taking thousands of dollars worth of property, some of which was fenced. He reportedly taped his fingers on occasions to keep from leaving prints, and on one occasion while breaking into a business establishment, unknowingly walked under the beam of an electric eye without setting off the alarm.

He, with friends, broke into at least three schools, a senior high school, a junior high school, and an elementary school, taking building master keys among other things. Re-keying a senior high school costs up to $6,000.

A chart showing a comparison of property loss figures for the fiscal years 1970-71, 1971-72, 1972-73, and 1973-74, is inserted as page 15. Figures for 1974-75, of course, are incomplete, but are expected to reach the figure of $1,200,000.

In addition to the above violations against property and persons, reports were also received during the 1973-74 fiscal year regarding such offenses as drug matters, counterfeiting, missing persons, and bomb threats and explosions.

There were 27 bomb threats in 1973-74 resulting in 22 evacuations of the schools. The majority of the threats (17) were made at the senior high school level. Only 2 were made at the elementary level. One arrest was made for the false reporting of an emergency. This student and another student identified as constructing a bomb to explode on a campus were expelled by board action. In another instance, an explosion occurred on a senior high school campus with no injuries.

Drug abuse represents a serious problem among the youth in the Bellevue are[illegible] It is referred to as a community problem inasmuch as the school campus is [illegible] the source of the supply, but drugs are brought on the school campus from the community. Marijuana is the most common drug in use. The schools' encounter with students involved in drugs is primarily with possession, use and sale in that order. It is believed that the drug problem is not becoming better but its presence is not detected as often as it surfaces less frequently. The use of alcohol is believed to be on the increase.

In the fiscal year 1973-74 the four senior high schools with a total school population of 5,831 (as of 1 June 1974) had one exclusion or suspension for drugs other than alcohol, and 10 for alcohol.

BELLEVUE PUBLIC SCHOOLS

Bellevue, Washington

COMPARISON OF VANDALISM COST

FOR THE YEARS 1970-71, 1971-72, 1972-73 and 1973-74

	LOSS OF PROPERTY				RECOVERIES				
SCHOOLS	Vandalism	Larceny	Burglary	TOTAL	Property	Restitution	Insurance	TOTAL Recoveries	Bills for Vandalism Outstanding
HIGH SCHOOLS									
1970-71	$ 2,602.50	$ 4,129.12	$ 2,537.85	$ 9,269.47	$ 644.20	$ 42.45	$ 3,963.70	$ 4,650.35	
1971-72	3,450.72	3,335.64	1,222.72	8,009.08	280.50	220.56	1,345.49	1,846.55	
1972-73	8,484.66	3,262.84	3,404.28	15,151.78	554.25	162.00	1,588.13	2,304.38	
1973-74	17,206.92	3,614.08	7,119.23	27,940.23	638.00	352.82	619.00	1,609.82	
JUNIOR HIGH SCHOOLS									
1970-71	8,166.59	3,120.88	1,963.45	13,250.92	1,648.35	304.06	764.99	2,717.40	
1971-72	9,661.49	1,303.12	1,965.53	12,930.14	780.00	2,596.16	1,065.03	4,441.19	
1972-73	12,206.17	1,053.18	4,521.61	17,781.16	841.37	819.87	3,129.57	4,790.81	
1973-74	12,663.67	1,595.08	979.61	15,238.36	645.50	313.60	--	959.10	
ELEMENTARY SCHOOLS									
1970-71	6,209.25	1,133.02	1,616.49	8,958.76	290.78	196.36	--	483.14	
1971-72	9,246.98	1,512.12	373.40	11,132.50	407.97	938.73	--	1,346.70	
1972-73	10,484.42	993.72	2,063.59	13,541.73	240.00	594.77	--	834.77	
1973-74	20,051.62	1,045.66	2,365.12	23,462.40	278.93	701.40	--	980.33	
OTHER, including ESC, Busses, Maintenance etc.									
1970-71	189.40	234.43	256.00	679.83	--	189.35	187.30	376.65	
1971-72	244.72	416.19	457.09	1,118.00	--	19.39	--	19.39	
1972-73	321.66	205.00	870.98	1,397.64	--	69.74	265.61	335.35	
1973-74	880.25	18.55	--	898.80	400.00	76.85	249.68	726.53	
TOTAL									
1970-71	$17,167.74	$ 8,617.45	$ 6,373.79	$32,158.98	$ 2,583.33	$ 732.22	$ 4,916.05	$ 8,227.54	$ 2,445.12
1971-72	$22,603.91	$ 6,567.07	$ 4,018.74	$33,189.72	$ 1,468.47	$ 3,774.84	$ 2,410.52	$ 7,653.83	$ 3,054.48
1972-73	$31,496.91	$ 5,514.74	$10,860.66	$47,872.31	$ 1,635.62	$ 1,646.38	$ 4,983.31	$ 8,265.31	$ 2,080.70
1973-74	$50,802.46	$ 6,273.37	$10,463.96	$67,539.96	$ 1,962.43	$ 1,444.67	$ 868.68	$ 4,275.78	$ 3,492.37

During the same period, in the 8 junior high schools, with a total student population of 5,781 students (as of 1 June 1974) there were 29 exclusions and 4 suspensions for drugs other than alcohol, and 19 for alcohol.

This may indicate that the junior high school student is not as experienced at keeping the problem under cover. The junior high student is at an age of experimentation and frequently is "caught", as reflected in the school-connected arrests where the average student arrested is 14 years of age.

In the past, intruders on the campus have posed a very serious problem and the building administrators have a difficult time in exercising any control over the situation. During the fiscal year 1973 74, there were 26 reports of intruders on campuses.

Intruders coming on campus to commit a substantive offense, such as an assault, engage in drug traffic, or commit a sexual offense, can be arrested by the police for that particular violation, although victims of assault are frequently reluctant to file a complaint with the police.

Many intruders, however, come on campus and commit no substantive violations for which they can be arrested. Some students who have been excluded from school are on campus more regularly after the exclusion than they were before. These and other non-students who have no business on the campus fail to report to the office and are generally disruptive. Schools in the state of Washington formerly felt protected against this problem by the Washington State Statute on Vagrancy-Loitering RCW 0,87.010 (13) which states:

> "Every person, except a person enrolled as a student in or parents or guardians of such students or person employed by such school or instutution, who without a lawful purpose therefor wilfully loiters about the building or buildings of any public or private school or institution of higher learning or the public premises adjacent thereto is a vagrant, and shall be punished by imprisonment in the county jail for not more than six months or by a fine of not more than five hundred dollars."

The Washington State Supreme Court unheld the constitutionality of RCW 0.87.010 (13) in a matter of the State v. Oyen 78 Wn. 2d 909. However, this judgment was vacated by the U. S. Supreme Court in a per ciriam entered on 29 June 1972.

The Bellevue School District and other districts received an opinion to the effect that this decision made the state statute unconstitutional, and also made unconstitutional a Bellevue city ordinance, 7.40.130 and other ordinances in Washington cities patterned after the Washington State Statute.

In April, 1974, however, a decision coming out of the King County Prosecutor's office stated that the Supreme Court of the United States ruled that the decision in the State v. Oyen was vacated and remanded for further consideration in the light of two other decisions which were entered at the same time and had similar fact patterns to that in State v. Oyen. The effect of that ruling, according to the prosecutor's office, did not render the statute unconstitutional, and therefore, RCW 0.87.010 (13) still is a law in the state of Washington.

In any event, the intruder problem is a very serious one and one to which the Bellevue School District has not found a completely satisfactory solution.

There is growing concern in the Bellevue community as well as others in the state of Washington for the safety of children against the "dangerous stranger". This has been intensified by the local and somewhat national publicity given to a four year old Seattle child with the photographs "Where's Heidi?" This child was missing for almost a year and her body later discovered near her home where she had been murdered. Also, there are a number of adults, particularly young females, missing and some have been identified from the remains of bodies located near Issaquah, Washington.

There were 37 school related arrests by the police reported during 1973-74 broken down as follows: juvenile males 29, legal age males 1, juvenile females 5, non-student (males) 2, total 37. Ages ranged from 8 to 20 years. The average age of those arrested was 14 years.

As pointed out in the foregoing statement, crimes against property, including vandalism, is by far the most dangerous problem in the Bellevue School District. Every entry has the potential of another major fire which could result in cancellation of insurance, difficulty in obtaining insurance, and/or increased cost for insurance in the future.

The total plant security budget for the Bellevue School District for 1974-75 was $64,207. The preliminary budget for the Bellevue School District for the fiscal year 1975-76, in addition to the regular security budget, includes $275,000 for district systems for intrusion, fire and for emergency communications. The district is looking toward a pilot project which would install intruder alarms with smoke, heat, and/or ionization detection in the twelve secondary schools and the educational service center.

Crime against property is a primary problem facing other school districts in the state of Washington. During the past year, as President of the Washington Chapter of the National Association of School Security Directors, I have become familiar with the problems of the state, particularly in the Puget Sound area, and in King County.

At the present time, some juveniles are breaking into the schools at will and becoming habitual and experienced burglars by being allowed to continue their activities. It would be a service to these young people and the community to catch them on their initial entry and some remedial action in the juvenile justice system taken to correct their behavior at an early stage.

In addition to this, there is need for an ongoing program of education, teaching respect for authority and property belonging to other persons and to the community. Education, however, is a long and painful process and there needs to be effective action taken now to stop the crimes against property.

School security personnel in King County strongly feel the need of intruder alarms in their districts, and the idea was conceived to have one proprietary central station monitoring silent alarms for school districts in King County. Some 13 or more districts could be covered by this operation and the central station would be administered by the Intermediate School District No. 110 in Seattle. The operating cost would be prorated among the districts utilizing the service.

Some months ago I presented this concept to the superintendents of the school districts in King County, and they felt the idea had merit and should be pursued. Since that time, most of the districts have experienced levy failures and have been faced with the problems of closing buildings and eliminating a large number of teachers and supportive services. This project probably will have to be delayed or abandoned.

Federal funding supporting such a project would be very helpful in curtailing crimes against property in our schools. This innovative project would have a real impact on juvenile crime and is deserving of your consideration in providing legislation which would deter juvenile delinquency.

Mr. Chairman, Mr. Joseph I. Grealy, President of N. A. S. S. D., has asked me to report to you on the Safe Schools Study Act status, over which we are most concerned and still alarmed, and to reiterate our recommendation that the sum of $103,000,000.00 be appropriated as emergency funding to:

1.) Finance the Safe Schools Study in the manner we recommended at the April 15, 1975 hearings, as well as;

2.) Also fund immediate aid to the State and the school districts for demonstration projects and hard hit school district aid while S. 1440 is in the legislative process.

We so much appreciated your writing H.E.W. on the Safe Schools Study problem.

Since the April 16th hearing, Mr. Grealy and Mr. L. W. Burton have met with Dr. Virginia Trotter, Assistant Secretary of H.E.W. for Education and her staff on the Safe Schools Study problem.

This most esteemed and capable lady was indeed most cooperative and took steps to alleviate the problem insofar as the National Institute of Education is concerned.

However, no action seems to be underway to supplement the highly misleading and grossly limiting National Center for Educational Statistics statistical study in order to bring in data which will be useful to the Congress and to the people of the United States.

It is essential, in fact vital, that N. C. E. S. conduct a further survey of whole school districts on a universal basis and not on a drastically limited police only basis. School principals and teachers, after all, handle the bulk of disciplinary offenses and problems even those in the minor and major crime areas.

If H. E. W. cannot or will not do a fair universal study of school losses, incidents and other problems due to crime and violence (as prescribed by the Safe Schools Law), whether or not arrests, prosecutions, etc. take place, then the private sector will have to provide such a study or another government agency of crime data gathering proven qualifications will need to be assigned the task if Congress and the public are to be allowed to see what is actually going on in the schools.

Mr. Grealy and Mr. Burton also met with the National Standing Committee of the Council of Chief State School Officers, the Committee on Evaluation and Information Systems, which had advanced quite reasonable objections regarding the N. I. E. Evaluation and Analysis of the Safe Schools Study. C.E.I.S. now appears to be cooperating fully, after being advised of the particular importance of the schools of this work.

H. E. W. is even more responsive to this problem of today. Dr. Trotter has indicated her desire to work out the matter of a proper Safe Schools Study. We are sure she will help in all ways that she can. However, we believe that she will need funds, such as we have recommended ($3,000,000.00) and further direction as to carrying out the school district universal study to augment the partial, but limited work, now underway.

One matter already well known to us in the security field is the grave need for a universal incident reporting form for the schools. So many just don't have a method to keep data now.

Provided here is a sample from the Alexandria, Virginia National Model School District Security System which is most useful and which was published nationally by the Security World Magazine for all its readers to use.

A simpler model data only form is under development in H. E. W., a draft copy of it is also presented for the record.

Thank You Mr. Chairman.

ALEXANDRIA CITY PUBLIC SCHOOLS
LOSS, OFFENSE AND INCIDENT REPORT

1. REPORT NO.

SECTION I—REPORTER USE

TO: DIRECTOR OF PHYSICAL FACILITIES (IN DUPLICATE)

2. DATE OF OCCURENCE

3. SCHOOL NAME AND ADDRESS

4. TIME OF OCCURENCE

SECTION II—TYPE REPORT

☐ ARSON
☐ ASSAULT
☐ BOMB (THREAT ACTUAL)
☐ BURGLARY
☐ LARCENY
☐ VANDALISM
☐ ROBBERY
☐ TRESPASSING
☐ DRUGS
☐ HOMICIDE
☐ RAPE
☐ OTHER SEX OFFENSE
☐ WEAPONS ____________
☐ DEMONSTRATION
☐ BUS

5. NARRATIVE: STATE IN CONCISE TERMS THE DETAIL OF INCIDENT. INCLUDE ONLY PERTINENT FACTS NECESSARY FOR INCLUSION IN SEMI-ANNUAL UNIFORM REPORT OF SCHOOL LOSSES & OFFENSES. (ADD CONTINUATION SHEET IF NECESSARY)

SECTION III—EQUIPMENT/PROPERTY LOSS/DAMAGE

6. DESCRIBE EQUIPMENT LOSS TO INCLUDE: MANUFACTURER'S NAME, SERIAL NUMBER, QUANTITY OF EACH TYPE ITEM, VALUE OF EACH ITEM, TOTAL COST. INCLUDE STRUCTURAL LOSS/DAMAGE IF APPLICABLE. (ADD CONTINUATION SHEET IF NECESSARY.)

SECTION IV—SIGNATURE/DATE

TYPED NAME, SIGNATURE, POSITION & TEL. NO. OF REPORTER

7. DATE REPORT COMPLETED

DPFAC FORM 38 (UCP) COPIES: 1—POLICE DEPT. 1—REPORTER'S FILE

MODEL SCHOOL INCIDENT REPORT

Effective security depends in part upon periodic compilation of data regarding the frequency and nature of offenses. M[illegible] based, retrospective compilation of such data frequently results in spurious totals. If an incident report such as this were prepared each time a serious offense became known to school officials, analysis of periodic tabulations of these reports would provide decision makers with critical information needed to make sound decisions.

I. Type of Offense

☐ homicide
☐ rape
☐ other sex offense
☐ robbery/shakedown
☐ assault
☐ threat of assault
☐ gang conflict
☐ other (specify) ____________

☐ trespass
☐ burglary
☐ auto theft
☐ other theft
☐ bomb, actual
☐ bomb, threat
☐ arson
☐ vandalism
☐ other (specify) ____________

☐ drug abuse
☐ alcohol abuse
☐ weapons possession
☐ disorderly conduct
☐ false fire alarm
☐ other (specify) ____________

* *

II. Time

Date: ____________
Time: ________ am/pm

☐ during school hours
☐ outside school hours

Place

☐ classroom
☐ hallway
☐ cafeteria
☐ washroom
☐ locker room or gym
☐ elsewhere in school

☐ school grounds
☐ school bus
☐ to or from school
☐ at school function away from school

* *

III. Seriousness

Against Persons

Means

☐ gun
☐ knife/razor
☐ blunt instrument
☐ missile
☐ fists, feet
☐ verbal assault
☐ other (specify) ____________

Amount of harm

☐ none
☐ minor
☐ treated by doctor
☐ hospitalized
☐ death

Against Property

Target

☐ walls
☐ windows
☐ doors
☐ furniture
☐ equipment
☐ mechanicals
☐ entire room(s)
☐ other (specify ____________

Dollar Loss (estimated or actual)

$____________

IV. Victim(s) and Offender(s)

	Victim(s)				Offender(s)			
	Number		Age(s)		Number		Age(s)	
	Male	Female	Male	Female	Male	Female	Male	Female
Student								
Teacher								
Administrator ..								
Parent								
Other Adult								
Other Juvenile ..								

* *

V. Disposition

Reported to:

- ☐ Central office
- ☐ Police
- ☐ Parent(s)
- ☐ Juvenile Authority
- ☐ No report

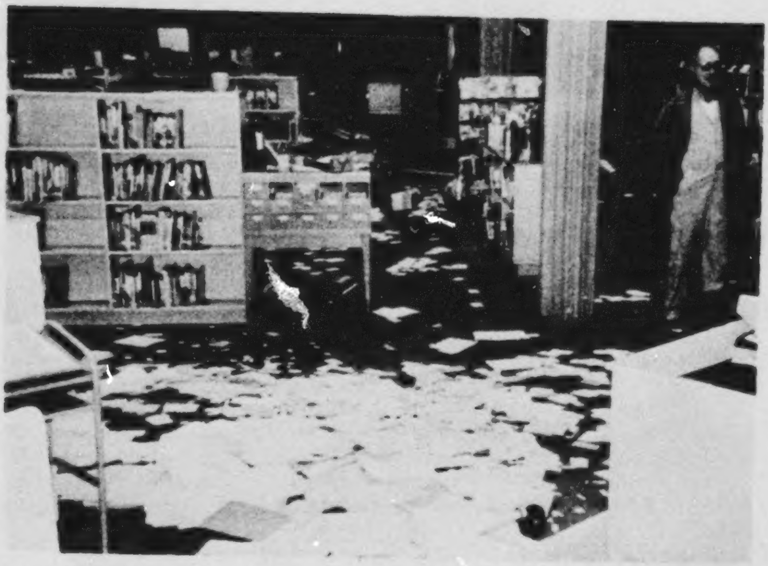
Action taken against offender(s):

- ☐ Warned or repremanded
- ☐ Required to make restitution
- ☐ Assigned to alternative program or school
- ☐ Suspended (number of days ____)
- ☐ Expelled
- ☐ Charges filed by police or others
- ☐ Other (specify ______________________)
- ☐ Don't know

Million Dollar Arson at Newport High School, July 29, 1974.

Arson at Phantom Lake Elementary School, Sept., 28, 1974

Telephone Booth Destroyed by Bomb at Sammamish High School, Nov. 28, 1974.



Vandalism at Learning Resource Center, Ivanhoe Elementary School, Feb. 23-24, 1974.

Senator BAYH. Thank you, Mr. Wilson. We appreciate your contribution. We are as anxious as you to have that study properly conducted.

Mr. Howard, you also have a thoroughly documented statement which we will include completely in the hearing record [1]; you may proceed, however, as you see fit.

Mr. HOWARD. Thank you, Mr. Chairman. That is fine. I will just highlight a few comments and respond to your questions.

Senator BAYH. Please proceed.

STATEMENT OF WAYNE HOWARD, FAYETTE COUNTY PUBLIC SCHOOLS, LEXINGTON, KY.

Mr. HOWARD. In 1971, the Fayette County Public School System was facing such problems as crimes of violence, crimes in general, drugs, outsiders, loiterers, student disorder and traffic-related problems that the Fayette County Board of Education initiated the Division of Safety and Security.

The Board of Education and the superintendent felt the need to establish a unique professional law enforcement agency to deal with these problems. In the first year of operation, we found the majority of our problems were confined to our senior high schools. This was 1971–72.

During the following year, 1972–73, we began to see a trend develop whereby these problems were filtering down into the junior high schools. This year, we found that we spent about 40 percent of our time in our junior high schools.

I am saddened to report that this trend has continued even further. We are developing problems now in our elementary schools. This year we spent 20 percent of our time dealing with elementary school problems, compared to 5 percent last year.

In talking with administrators and principals of elementary schools in the Fayette County school system, people with many years of experience in education, they have advised me this year they are facing problems that they have never faced before. These problems are defiance of authority and insubordination which have led to vandalism, theft, extortion and assaults.

In preparing this statement for your committee, I was quite surprised at some of the figures that were revealed in this report. In 1971–72, crime cost the taxpayers $261,183.82. This year, 3 years later, crime cost the taxpayers $430,250.14. This does not include a study done by Juvenile Court whereby they did an in-depth study into bomb threats, and what this costs the taxpayers each time a bomb threat was phoned into one of our schools.

This year, we have received 58 bomb threats. You are talking about, roughly, $300,000 additional to the $430,250.14 amount. Crime in our public schools has cost the taxpayers right around $800,000.

This does not include a $100,000-plus alarm system that is going to be installed in the schools this summer. Some of the types of problems that we are facing in Lexington and Fayette County are the same problems the educators are facing across the country.

I will give you a few examples:

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[1] See p. 311.

Seven students ranging from 13 to 17 years old burned one of the junior high schools, an arson case. The estimated damage to this wing of the school as a result of this arson, $5,100.

An elementary school was entered, vandalized, and two fires were set. Desks were destroyed, supplies destroyed, extensive vandalism. Resulting damages were $500.

Three junior high school girls set fire to a girl's restroom by putting rolls of toilet tissue in a trash can. Damage, $500.

These are just three of the many examples I could give you.

THREAT OF BODILY HARM

The superintendent of our school system was threatened in two letters referring to the SLA assassination of Marcus Foster, Oakland, Calif. superintendent, stating that a similar fate was in store for him.

ASSAULT

A parent, upset because of disciplinary action taken against her child, returned to the elementary school to talk to the teacher. An argument ensued, the parent pushed the teacher, struck her in the mouth, knocking her down. The teacher sustained a broken wrist.

Senator BAYH. What happened to that parent?

Mr. HOWARD. That resulted in a jail sentence.

While teaching a high school biology class, the teacher was interrupted by a knock on the door. Two male subjects asked to speak to a student in class. The teacher advised them to wait until class ended and closed the door. The subjects reopened the door and the teacher advised the subjects that if they continued to disrupt, he would have to take them to the office. The disruption continued and the teacher started to escort them to the office when he was grabbed from behind, hit in the chest, kicked in the stomach and struck in the face. Both subjects were nonstudents, age 17.

WEAPONS

You have before you a photograph of the weapons confiscated over the last year.[1] These include Saturday Night Specials, magnums, every type of knife, hatchets, you name it. It is in this photograph. Weapons are an everyday problem in our school system.

Here are a couple of examples:

A senior high student brought a .22 caliber pistol and ammunition to school, allegedly to show a prospective buyer.

A senior high student purchased a stolen Smith & Wesson nickel plated .357 magnum at school.

Sections of a .22 caliber rifle were found in a senior high girls' restroom.

DAMAGE TO POWER EQUIPMENT

Three high school students sabotaged an electrical powerbox causing a blackout at an inter-city football game. The entire stadium and school was in total darkness for over an hour. Spectators became frantic, theft and disorder occurred caused mass pandemonium. Investigation revealed the ringleader to have drawn plans of the school, wiring system and other data which would have led to further acts of violence. One of the subjects returned to school after having been expelled and threatened the superintendent with bodily harm if not readmitted.

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[1] See p. 321.

DISORDERLY CONDUCT/ASSAULT

A fight started after the stadium lights went out. A security officer attempted to separate the two subjects and was struck in the face with a fist. Several persons were injured as the fight continued. Numerous subjects—drunk, disorderly and under the influence of drugs—attempted to start fights with security officers. As the disturbance subsided, ringleaders were identified as senior high students and dropouts. The incident resulted in several assaults and a near riot.

DISORDERLY CONDUCT/ASSAULT ON A POLICE OFFICER/RESISTING ARREST

A 15-year-old senior high student was stopped by a female security officer after he was observed smoking marihuana. The subject drew an afro-rake and attempted to assault the officer. A fight ensued with the juvenile striking the officer with his fists and kicking her in the stomach. While in custody, the subject spit, kicked and attempted to assault the principal with a metal chair.

LOITERING/ASSAULT ON A POLICE OFFICER

While on routine patrol at a senior high, a subject was apprehended by a female security officer who requested identification. Subject refused and grabbed and pushed the officer down. Officer sustained abrasions on left palm, a twisted knee and bruised chest. Subject was apprehended and investigation revealed that he had been convicted in Florida of armed robbery and manslaughter.

A senior high, male student was suspended from school and would not leave the campus as requested by security officers. A struggle ensued with two officers being assaulted as they made an arrest.

A teacher advised security that there was a nonstudent on campus with another student. The teacher had sustained verbal abuse when he had asked the nonstudent to leave the senior high. Security officers attempted to restrain and arrest the loiterer. He and his brother attacked and assaulted the officer by hitting him in the face and wrestled him to the ground.

PREPARED STATEMENT OF WAYNE HOWARD

INTRODUCTION

The DIVISION OF SAFETY AND SECURITY was established by the FAYETTE COUNTY BOARD OF EDUCATION, LEXINGTON, KENTUCKY on April 5, 1971. This Division was established due to the ever increasing problems of crime and violence facing the educational environment. Specific problem areas were as follows:

- CRIMES OF VIOLENCE
- CRIME IN GENERAL
- DRUGS
- OUTSIDERS/LOITERERS
- STUDENT DISORDERS
- TRAFFIC RELATED PROBLEMS

The Administrators of our school system realized the need to establish a unique professional law enforcement agency to deal with these problems.

In our first year of operation (1971-72) we found the majority of our problems were confined to our senior high school campuses. During the following year (1972-73), we began to see a trend develop into the junior high schools. By our third year of operation (1973-74), we found that thirty-five percent (35%) of our activity was now in the junior high schools. In this, the close of our fourth year (1974-75), we find that forty percent (40%) of our time has been spent in the junior high schools. We have also noticed this similar trend re-appearing in our elementary schools. This past year approximately twenty percent (20%) of our activity was in the elementary schools. This has increased from five to twenty percent (5-20%) this last school year.

Administrators in the elementary schools, with many years of experience in education, have advised us this year that they are facing problems which they have never faced before. These problems, like the trend itself, are defiance of authority and insubordination which have led to vandalism, theft, extortion and assaults.

SECTION I

YEAR	ACCES-SORIES (Jewelry, Watches, Wallets, etc.)	BOOKS	CLOTHING	CURRENCY	FOODS	SCHOOL OWNED EQUIPMENT	VANDALISM (School Property)	VANDALISM (Private Owned Property)	MISCEL-LANEOUS (Radios, Instruments Tape Players)	AUTO THEFT
71-72	2,730.25	1,229.83	3,178.78	1,468.16	1,220.75	20,921.73	16,877.30	- 0 -	531.02	- 0 -
72-73	5,663.45	1,638.64	2,523.01	1,562.30	923.28	14,451.17	20,189.74	2,461.12	11,194.90	- 0 -
73-74	2,183.77	491.44	1,970.29	2,006.24	845.10	12,554.32	42,494.09	1,191.90	7,269.48	- 0 -
74-75	7,074.52	742.32	3,830.15	1,632.80	1,699.23	22,396.37	*66,780.74	13,579.29	10,437.72	7,500.00

* This figure includes labor to replace only windows.

SUB TOTAL COST FOR ABOVE YEARS			
YEAR	SUB-TOTAL	SECURITY DIVISION SALARIES / OPERATIONAL EXPENSES	TOTAL COST OF CRIME TO FAYETTE COUNTY PUBLIC SCHOOLS
71-72	48,157.82	213,026.00	261,183.82
72-73	60,607.61	243,953.00	304.560.61
73-74	71,006.63	256,988.00	327,994.63
74-75	135,673.14	294,577.00	430,250.14

This total cost could be increased if BOMB THREAT COMPLAINTS were included. In 1973, Mr. Robert Jackson, Juvenile Court Judge, completed a study to determine the cost to the community for such threats. He determined that a BOMB THREAT costs $ 5,000.00 each when we compute the expenses of lost teacher time, security salaries, fire department staff and equipment, telephone company staff and equipment, and general educational loss time. If this figure is utilized, it would cost our community $290,500.00 for our fifty-eight (58) Bomb Threats this year.

Due to the above costs of crime to our school system, we are implementing a $100,000.00 plus alarm system.

SECTION II

The following are synopsis of criminal cases typical of the problems educators face daily in the Fayette County Public School System:

ARSON/VANDALISM

In 1972 seven (7) students ranging from thirteen to seventeen (13-17) years old were arrested for Arson in reference to Dunbar Junior High School. The school was not being utilized that year due to recent intergration of that District. These subjects entered the building and set it on fire. They used three (3) containers of gasoline to ignite the fire resulting in $5100.00 damage.

An elementary school was entered, vandalized and two (2) fires were set. Subject(s) unknown turned over desks, emptied supply cabinets and destroyed a coffee pot and bulletin board. One fire was set in a desk and another was set to a table, textbooks and paper supplies. Resulting damages were $500.00.

A senior high school student set fire to another student's locker and contents. Resulting damages were $66.00.

MALICIOUS BURNING OF A BUILDING

During school hours three (3) senior high boys entered the football stadium concession stand area and set a fire resulting in $200.00 damages.

Three (3) junior high school girls set fire to a girls restroom by igniting over ten (10) unrolled units of tolit tissue resulting in $500.00 damages.

THREAT OF BODILY HARM

The Superintendent of our school system was threatened in two (2) letters referring to the SLA assassination of Marcus Foster (Oakland California Superintendent) stating that similar fate was in store for him.

ASSAULT

A Parent, upset because of disciplinary action taken against her child, returned to the elementary school to talk to the Teacher. An argument ensued, the Parent pushed the Teacher, struck her in the mouth knocking her down. The Teacher sustained a broken wrist.

A junior high school student, after a discipline conference with the Principal, pushed the Principal, threw a sharp wooden instrument at him and swung at him with his belt.

A thirteen (13) year old sixth grader assaulted his elementary Teacher by slapping her face. His past school record was examined and revealed a history of problems: Fighting, class disruption, threats toward teachers and exposing himself.

While teaching a high school biology class, the teacher was interrupted by a knock at the door. Two (2) male subjects asked to speak to a student in class. The Teacher advised them to wait until class ended and closed the door. The subjects reopened the door and the Teacher advised the subjects that if they continued to disrupt he would have to take them to the Office. The disruption continued and the Teacher started to escort them to the Office when he was grabbed from behind, hit in the chest, kicked in the stomach and struck in the face. Both subjects were non-students age seventeen (17).

A female high school teacher was slapped in the face and knocked to the floor by a fifteen (15) year old male student as she was attempting to complete a disciplinary report on the boy for defiance of authority and class disruption.

A male junior high student was walking home after school when he was assaulted by three (3) other youths. The boy's hair was pulled resulting in abrasions, his left eye was gouged and his nose, cheeks and lips were cut. Both eyes were bruised and he was bitten on the right breast and left armpit.

Several junior high boys (12 years old) were playing with a knife in the restroom. One turned off the lights and one of the subjects was stabbed in the stomach. The wound required several stitches.

ASSAULT WITH MOTOR VEHICLE

An auto was observed by Security Officers who attempted to stop it for a routine check as the vehicle was unregistered. As the Officers approached the vehicle the driver increased his speed and attempted to run over the Officers.

CARRYING CONCEALED A DEADLY WEAPON/ASSAULT

A male senior high student (age 16) was arrested for carrying a straight razor. The subject was arrested after an investigation revealed that he had cut the toes of four (4) female students. Subject admitted that he had a compulsion to cut girls with razor blades when he becomes sexually aroused.

WEAPONS

A senior high student brought a .22 caliber pistol and ammunition to school allegedly to show a prospective buyer.

A senior high student purchased a stolen Smith & Wesson nickel plated .357 Magnum at school.

Sections of a .22 caliber rifle were found in a senior high girls restroom.

While attempting to check an Operator's License of a non-student. The driver appeared restless and uneasy and was asked to get out of the auto. A .22 caliber pistol was observed partially hidden by the driver's seat.

Based on information a loaded .22 caliber revolver was taken from a senior high student who had purchased it at school for $20.00 from another student.

A junior high student was arrested for carrying a .32 caliber nickle plated revolver while at school.

CARRYING CONCEALED A DEADLY WEAPON

A fourteen year old junior high student was relieved of a folding ax and a pair of numchucks.

DAMAGING A METER, CONDUIT, OR APPARATUS

Three (3) high school students sabotaged an electrical power box causing a blackout at an inter-city football game. The entire stadium and school was in total darkness for over an hour. Spectators became frantic, theft and disorder (fights, injuries) occurred causing mass pandemonium. Investigation revealed the ring leader to have drawn plans of the school, wiring system and other data which could have led to further acts of violence. One of the subjects involved returned to school after having been expelled and threatened the Superintendent with bodily harm if not re-admitted.

DISORDERLY CONDUCT/ASSAULT

A fight started after the stadium lights went out. A Security Officer attempted to separate the two subjects and was struck in the face with a fist. Several persons were injured as the fight continued. Numerous subjects (drunk, disorderly and under influence of drugs) attempted to start fights with Security Officers. As the disturbance subsided, ring leaders were identified as senior high students and dropouts. The incident resulted in several assaults and a near riot.

DISORDERLY CONDUCT/ASSAULT ON A POLICE OFFICER/RESISTING ARREST

A 15 year old senior high student was stopped by a female Security Officer after he was observed smoking marijuana. The subject drew an afro-rake and attempted to assault the Officer. A fight ensued with the juvenile striking the Officer with his fists and kicking her in the stomach. While in custody, the subject spit, kicked and attempted to assault the Principal with a metal chair.

DISORDERLY CONDUCT/RESISTING ARREST

Two male non-students were questioned by Security concerning their behavior while attending a basketball game. Subjects were incoherent and violent due to sniffing glue and drinking gin. Both subjects resisted arrest and had to be physically apprehended.

A bus load of junior/senior high students became beligerent and disorderly when the school bus in which they were riding pulled too far past the departure depot. Students refused to quieten down and would not leave the bus. Subjects were arrested and removed.

LOITERING/ASSAULT ON A POLICE OFFICER

While on routine patrol at a senior high, a subject was apprehended by a female Security Officer who requested identification. Subject refused and grabbed and pushed the Officer down. Officer sustained abrasions on left palm, a twisted knee and bruised chest. Subject was apprehended and investigation revealed that the subject had been convicted in Florida of Armed Robbery and Manslaughter.

LOITERING/ASSAULT ON POLICE OFFICER/DISORDERLY CONDUCT/RESISTING ARREST

A senior high male student was suspended from school and would not leave the Campus as requested by Security Officers. Subject threw off his coat, waved his arms in the air and stated, "Come on, Mother Fucker, I'm not going anywhere." A struggle ensued with two (2) Officers being assaulted as they made an arrest.

LOITERING/DISORDERLY CONDUCT/RESISTING ARREST/POSSESSION OF ALCOHOL ASSAULTING A POLICE OFFICER

A Teacher advised Security that there was non-student on Campus with another student. The Teacher had sustained verbal abuse when he had asked the non-student to leave the senior high. Security Officers attempted to restrain and arrest the loiterer. He and his brother attacked and assaulted the Officer by hitting him in the face and wrestled him to the ground. Additional Officers had to assist in apprehension and arrest.

MALICIOUS CUTTING AND WOUNDING

After a senior high football game two (2) students from opposing schools engaged in a fight. One was cut on the face by a knife.

Two (2) elementary female students has several arguments throughout the year. As the two departed their school bus, one pulled a knife and stabbed the other in the stomach.

MALICIOUS STRIKING AND WOUNDING

A junior high Principal was struck on the head and back with a metal chair two hours after counseling the student on a disciplinary matter. Subject had extreme mental/emotional problems causing violent outrage when frustrated. Principal required several stitches to close wound on head.

A junior high Principal was struck with rocks thrown by a student who was previously disciplined. Principal sustained lacerations to the hand, arms and fingers.

MALICIOUS STABBING AND WOUNDING

Two junior high students were arguing while in class. Name calling ensued and pushing match started. The fight ended when one of the subjects stabbed the other in the chest with a compass.

RAPE

A junior high school female student (12 years) reported to school at 8:00 am. She met a male student (13 years) who took her to a wooded area where he held her down, removed her shorts and underpants and sexually assualted her.

TRANSMITTING A FALSE BOMB THREAT/EXTORTION

A 25 year old pregnant, transient female called an elementary school and stated that there was a bom in the school and that her accomplice was outside the school with a rifle. She demanded $20,000 dollars or she would blow up the school and have the remaining students shot. The woman was apprehended as he attempted to pick-up the ransom money.

EXTORTION

A junior high student extorted money from another student from May 1973 to March 1974. Incident revealed after victim broke down and confessed to Parents the reason why his grades had dropped, for his nervousness and irritability, his extreme hunger when coming home from school. His Parents had also missed money from the house. Victim had given extortionist his lunch money daily, gym fees, etc. The subject was charged with Disorderly Conduct due to his record of fighting, molesting female students and also with Extortion. Total extorted during this period was $400.00.

A junior high student pulled a switchblade on another student in the locker room demanding money.

A non-student (high school age) stopped several juveniles on their way home from junior high school and extorted money from them by threats of violence. The subject charged with seven (7) counts of Extortion.

VANDALISM

Two (2) elementary school boys (9 and 12 years) entered a portable classroom at their school and totally destroyed the contents. Over $4000.00 was done in damages as books, displays, paint, glue and human feces was strewn around the room. Projectors, Tape Recorders and other equipment was destroyed. Several fires were attempted.

Over Thanksgiving Vacation, five (5) junior high boys (13-16 years) entered and damaged their junior high school. Total damages were over $2000.00 as ceiling tiles, desks, machines, televisions, laboratory equipment, supplies, etc. were destroyed.

A senior high school student and a non-student entered a school during the night and turned over desks, tables, threw contents of same into hallway and destroyed a folding door partition, televisions and windows. Total damages were over $2000.00.

SECTION III

PHOTOGRAPHS OF VANDALISM [1]

CASE #75C-1787	Vandalism / Burglary GARDEN SPRINGS ELEMENTARY 3 Photographs
CASE #73C-3651	Vandalism / Burglary MORTON JUNIOR HIGH SCHOOL 3 Photographs
CASE #73C-3652	Vandalism / Burglary HENRY CLAY HIGH SCHOOL 3 Photographs
CASE #75C-1771	Vandalism / Burglary CRAWFORD JUNIOR HIGH SCHOOL 3 Photographs

SECTION IV

PHOTOGRAPHS OF WEAPONS

We have included a photograph of confiscated weapons from our school system and a recent newspaper article.

Over this past year, we have confiscated approximately one hundred fifty (150) assorted weapons of which thirty-seven (37) were associated with criminal complaints of Assault with a Deadly Weapon, Flourishing a Deadly Weapon, and Possession of or Carrying Concealed a Deadly Weapon.

The assortment ranges from guns, switchblade knives and chains, to razors, clubs and num chucks. Our display is a portion of weapons as many were returned to Parents. Returned weapons were those which were in violation of school policy and not criminal statute.

SECTION V

For information purposes, we have enclosed copies of four newspaper articles. These deal with school violence, school crime and weapons, assaults on teachers and security officers, and drugs. These articles supplement the report and give detailed information on various incidents.

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[1] Ed. note: Photographs retained in committee files.

Weapons – Including Saturday Night Specials, Bolos, Chains, Razors, Num Chucks – Confiscated on Fayette County, Ky., Public School Grounds.

SCHOOL VIOLENCE

"History," said H. G. Wells, "is a race between education and catastrophe." And, it is generally agreed that education does not occur merely within the confines of a classroom. It goes on in the halls, in the gymnasium, the cafeteria, the restrooms—indeed, wherever students gather and social interaction takes place.

In the Fayette County school system, the situation is certainly not catastrophic—but it is unsatisfactory. We do not refer to the state of facilities and curriculum, but to the increasing frequency of reports of violence in our public schools.

Indicative of a local groundswell of opinion was the response last week to a question included in a public-opinion poll conducted by this newspaper. The question: "Would you favor a grand jury investigation of student disorders in the Fayette County school system?" More than 78 per cent of the poll respondents said "yes."

That response is not reactionary. It is the protest of concerned parents who daily hear from their children of "incidents" at school—teachers slapped and cursed by students, students attacked in halls and restrooms, lockers looted of personal property, drug use, noses bloodied and teeth knocked out on the bus, fights and drunkenness at the ballgames and threats of reprisal.

To some extent, the Board of Education has been responsive. A year ago, a safety and security force was set up and installed in the school system. But the public accountability of the board, the professional educators in its hire and the security division has been negligible.

The problem is complex. But the school system is in the public sector and must be accountable to the taxpayer. While we do not believe that a grand jury investigation would be a panacea, we do believe it may be a step in the right direction.

Many officials, teachers and students are afraid to tell the whole truth about the inner workings of the school system. If the power of subpoena is needed in the public interest, then that power should be used. And, we would favor a blue-ribbon citizens' committee to regularly investigate conditions and make suggestions.

One thing is certain—left to itself, the situation will worsen. Action is needed now.

SCHOOL CRIME

CONFISCATED WEAPONS MULTIPLY AS DELINQUENCY INCREASES

(By Bonni Baker)

The collection keeps growing.

Saturday night specials, hatchets, .22-caliber pistols, chains and switchblades—one by one they are turned over to the headquarters of the division of safety and security of the Fayette County Schools.

All the weapons have been confiscated from persons on public school grounds. Most were found on school children.

"Juvenile crime is on the increase throughout the nation," says Wayne Howard, head of the safety and security division. "And the majority of juveniles are in the school system every day."

In Fayette County, juvenile arrests for criminal activity are up 30 per cent over last year. This increase is being reflected in statistics kept on criminal activity in the local public schools.

On the upswing are:

Assaults on the schools' security officers. The assailants usually are non-students loitering on school grounds.

Thefts, vandalism and break-ins.

Drug-related arrests and investigations into drug problems.

The number of weapons confiscated from students.

More than 100 weapons taken from persons on school grounds in the past year and a half are being stored by Howard on school property. Firearms include about 10 .22-caliber pistols.

"The weapons we have here are only a portion of those confiscated," Howard says.

Many of the weapons are returned to students or to their parents when no criminal charges are filed, he says. It is a violation of school board policy for students to carry weapons on school grounds.

Many of the arms are confiscated when security officers arrest someone for another offense. Although some of the weapons were taken from non-students loitering on school grounds, Howard says that most were confiscated from students during regular school hours.

"Sometimes another student will tell us that John Doe is carrying a gun," Howard says.

Weapons left unclaimed by parents or students after a case is closed probably will be destroyed this summer, he says.

"The public has a right to know that we have serious problems," Howard says. "But we do have things under control. We are doing everything we know how to cope with this problem (of increasing juvenile crime).

"We are now facing the same types of problems that schools in big cities started to face several years ago," Howard says.

This school year, 316 arrests have been made on public school grounds. During the entire 1973–74 academic year, 477 were arrested. About 95 per cent of the arrests are made during regular school hours, according to Howard.

"As the weather warms up, arrests pick up," Howard says. "If things don't change, we will exceed last year's total arrests."

The arrests run the gamut, including arson, theft, loitering and assault and battery.

Howard says students are being arrested for more serious offenses this year than in previous ones. Two stabbings have occurred in junior high schools this year.

Thefts, vandalism and break-ins on school property during after-school hours are on the rise. Since September, thefts and vandalism have cost the taxpayer about $30,000, Howard says. "And we know what inflation has done. This $30,000 is what the materials cost when bought."

For the 1973–74 school year, vandalism and stolen school property totaled about $71,000, which Howard calls a "conservative estimate."

Drug use has filtered down to the seventh grade, Howard says. To his knowledge, there is not a drug problem in the elementary schools.

About two weeks ago, one junior high school principal discovered several of his students smoking marijuana saturated with cocaine.

Marijuana and pills are most common, Howard says. Harder drugs have been found on senior high school campuses.

"The use of drugs is definitely on the increase," Howard says. Sellers, heavy drug users and those previously involved in a drug problem are arrested on school grounds, he says.

When the charge is possession of marijuana, the problem is often dealt with in conferences with students, parents and principals, he says.

About 45 per cent of all serious crimes nationally last year were committed by youngsters under 18. The National Education Association's Center of Human Relations reports that assault and battery cases in the nation's public schools have increased 58 per cent over the 1970 school year.

Attacks on Security Men, Teachers Increasing Here

(By Bonni Baker)

Attacks on security officers for Fayette County Public Schools are on the upswing.

In the past seven weeks, seven security officers have been physically assaulted on school grounds while making an arrest or conducting an investigation, according to Wayne Howard, head of the schools' safety and security division.

Until this year, there were only three cases involving the physical assault of a security officer since the division began operating in 1971.

This year, however, assault and battery cases on public school grounds have been increasing since about November, Howard says.

None of the seven officers, attacked during regular school hours, was seriously hurt. "But they could have been," Howard says.

Students were involved in two of the cases. The other five involved non-students loitering on campus.

Two of the non-student cases involved selling drugs on campus, Howard says. Two men, one from Florida and another from Louisville, were arrested recently by security officers for selling drugs on school grounds.

Howard tells of another incident: One 19-year-old non-student was approached by a female security officer. When the officer asked why he was on campus, he immediately knocked her down. The loiterer was apprehended fleeing from school.

"Since November, four teachers also have been physically assaulted," Howard says.

Last week, two 16-year-old non-students "walked in off the street and physically assaulted a teacher at a local high school, according to Howard.

The problem of assault and battery on school grounds is attributed primarily to loiterers who are non-students.

"We have a lot of young adults, from 16 to 25, who have dropped out or are expelled—or some who have graduated—who hang around (the schools) for the purpose of causing trouble," Howard says. "A teacher or a principal may confront them, but they have not control over them. They have no authority to throw them out of school."

Persons with no reason to be on campus are arrested for loitering.

The security guards have cut down the number of outsiders loitering on campus, Howard says. But loiterers who are on school grounds are causing problems: About 60 per cent of the "serious assaults" on campus come from outsiders, Howard says.

"We do have a small, hard core group of loiterers who have no connection with the schools," Supt. Guy S. Potts says.

Howard says he wants parents to realize that public schools are changing and there is a need for security officers on campus. "The guards are here for the protection of students, so they can get an education; for the protection of teachers, so they can teach," he says.

Security officers are not armed with guns during regular school hours, according to Dr. Potts and Howard. However, officers have weapons "available" and they carry walkie-talkies with them at all times, thereby keeping communication with the safety and security headquarters.

School security officers take a 10-week basic training course at Eastern Kentucky University. In addition, they are in "constant training" on conference and snow days, Howard says.

"Getting High" At School

SOME PUPILS "TURN ON" WITH MARIHUANA, PEP PILLS

(By Bonni Baker)

A Tates Creek High School sophomore spends five days in the hospital after swallowing "a number of phenobarbitals."

A student riding on a school bus passes out and is taken to the first aid room at Henry Clay High School. He is under the influence of drugs.

A student at Mary Todd Elementary sees a plastic bag containing marijuana fall from a fifth grader's pocket.

These are among the more dramatic incidents of drug use in the Fayette County Schools. A look at the files of the schools' safety and security division shows that drug use is concentrated primarily in the senior highs, although complaints of drugs in the junior highs are not infrequent. At least two complaints of marijuana in the elementary schools have been filed this year by parents.

Increase At Henry Clay

"The number of drug complaints I have received this year leads me to believe that the drug problem has increased at Henry Clay," says Wayne Howard, head of the safety and security division. "But the overall picture is that drug use in the public senior high schools has decreased this year."

Before this year, drug complaints numbered about the same at the four high schools—Bryan Station, Henry Clay, Lafayette and Tates Creek. "But this year I've gotten more complaints at Henry Clay than I did in the past three years combined," Howard says.

Official statistics on the number of drug-related arrests and complaints will not be compiled until the end of the school year.

Marihuana Common

However, a look at the files shows that:

The use of marijuana is the most common complaint. Students have been found smoking marijuana on school buses, in restrooms or hallways and on campus grounds.

Information leading to the arrests of many students comes from fellow students, teachers, "confidential informants" and the offenders' own parents.

Many of the complaints are dealt with through conferences with the parent and child rather than through juvenile court.

None of the local public schools seems immune to drugs. Here are some incidents from this year's complaint file:

A librarian at Beaumont Junior High School found 17 green and yellow capsules in a plastic bag while looking in a student's locker for overdue books.

A cafeteria worker discovered a nickel bag ($5 worth) of marijuana in the Crawford Junior cafeteria.

An anonymous parent reported that her daughter saw a sixth grader at Glendover Elementary with an envelope containing marijuana.

A loiterer on the Bryan Station High campus had in his pockets 21 Butisol sodium tablets, one methaqualone tablet, six amphetamines, one film canister containing marijuana, one "joint" holder, one packet of cigarette papers and one roach clip.

A roach clip is any device, such as a straight pin or a bobby pin, used to keep the butt (called a roach) of a marijuana joint (cigarette) from burning the user's fingers.

Boys Sniff Paint

Marijuana or amphetamines are not the only drug-related offenses. At a carnival at Northern Elementary School last month, three teen-age boys were found sniffing paint that had been sprayed into plastic Baggies.

In one of the more unusual incidents, a senior at Tates Creek High was discovered to be trafficking in mescaline. A "confidential informant" led to his investigation by school security officers. After being advised of his rights, the student consented to a search.

According to the report, the male "was very cooperative and revealed a slit in the collar of his denim jacket where drugs were hidden in a matchbox."

He said he had sold the tablets at "$2 a hit" to several Tates Creek students. He sold three tablets to two boys in the Tates Creek parking lot and three more to a girl and boy. He said he had been given the tablets to sell by an unknown male at a shopping mall.

Student Attempts Suicide

In another incident, a Bryan Station Senior student tried to commit suicide by taking drugs. He came to school the next day, still under the influence. He was taken to the hospital by school officials.

In another frightening incident, a girl met three friends at a Tates Creek High game. One of the friends gave the girl a piece of bubble gum which she had received from "a guy she didn't know." The girl chewed the gum and drank a Coke.

Five to 10 minutes later, the girl began falling down and screaming for her mother. The friend tried to take the girl to a nearby mall for coffee, but was unable to control her.

Officials suspect that she had unknowingly swallowed some type of drug.

Mr. HOWARD. We have some students in Lexington, Ky., that we are not equipped to handle—a small percentage that has been mentioned earlier in testimony. Our senior schools range from 1,700 students to 2,000 students. In my opinion we can remove 50 students from each of these senior high schools and have an all together different school.

In the junior high, it is about the same way. Between 40 and 45 students out of our junior high schools which range anywhere from approximately 700 to 1,000 students.

There has to be some alternative program set up for these hardcore troublemakers. I am not saying, when we remove them, they should be denied a right to an education. But schools are not equipped to handle this type of person. I think the other 95 percent of the students are fine citizens, going to school to get an education, that they have some rights too.

Senator BAYH. Do you have any kind of an alternative school set up for those students, who for various reasons, can't cope with the normal school situation?

Mr. HOWARD. The board has made studies on the types of alternative programs that could fit these students' needs. I am almost positive, this next school year, there will be some type of alternative program.

Senator BAYH. I will be interested to see whether that does develop, and the results from it. There have been some areas where alternative education programs have made a significant difference—not only by reducing the violence and vandalism in the school system, but by providing the students with a more positive kind of experience.

Mr. Blauvelt, will you proceed.

STATEMENT OF PETER D. BLAUVELT, PRINCE GEORGES COUNTY PUBLIC SCHOOLS, UPPER MARLBORO, MD.

Mr. BLAUVELT. I too, appreciate the opportunity to appear before this committee. I will not read my prepared statement,[1] but ask that it be included in the record. Just let me say that Prince Georges County has 234 schools, about 149,000 students and approximately 14,000 employees. Unfortunately we are concerned not only with property crimes but criminal offenses against persons.

Four years ago when I became the chief of security for Prince Georges, our main concern was in the area of property loss, vandalism, arson, breaking and entering.

As a result of that, we did some things that attempted to curtail the loss of property. In 1970–71 our losses were $216,000. This year we will peak out somewhere around $600,000 in the loss of property due to vandalism, theft and arson.

Much of this increase is attributable to arson which has been uncanny this year in our county. We have experienced seven major fires that have exceeded $50,000 or more. These fires are not necessarily at nighttime. We had a fire in a junior high school last spring set by a student who was being sent from the classroom.

He stopped by a closet and threw a match into a supply of paper. This resulted in a loss of $87,000. Last year, after a 2-year search, we implemented a program to install an intrusion alarm system in all of our schools. We are now about 80 percent complete. That system is going to cost $600,000 which had to come out of the operating budget of the Board of Education.

We have been able to show an 8-percent reduction in the number of breaking and enterings. If you read the newspaper[2] last weekend, they got two schools that have not had the system installed. The one school we had burned this weekend, an arson in an elementary school, the equipment probably saved us from major loss because it is wired into the smoke detectors in that school.

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[1] See p. 328.
[2] See p. 329.

Even though the school was closed for a day, because of smoke damage, we did not lose that building. That is a tremendous outlay of money for a board of education to have to bear. I know Mr. Wilson's system is now looking at alarm equipment and trying to wade through the vast amount of equipment on the market.

I think this is one of the frustrating things, the lack of a central place for information of this sort. I was convinced other school systems were experiencing the same problems. Yet we could not get together to discuss these things. I am pleased that in the State of Maryland, where the State pays for new construction rather than being financed by individual counties, we are able to share information regarding not only alarms but other types of protective devices with other counties.

I think this has got to result in a saving to the taxpayer. In the area of crimes against persons, we have experienced everything that you have heard during these hearings, not only today, but certainly back on April 16.

I remember sitting at the hearing on April 16 and listening to other school systems. I said to myself thank God, I have never had anybody killed in a public school in Prince Georges. That was shattered 3 weeks later. A 17-year-old youth was shot in the parking lot and died.[1]

It is alleged that this death is the result of a drug transaction. Four arrests have been made. Three were juveniles, one was adult. The adult is out on bond for two previous armed robberies that have not yet come to trial.

One of the questions that I have heard not only you express but many others as well, is the why? It is a question those of us in school security ask ourselves every day. I have not come up with a satisfactory answer as yet. I know that many kids that my staff and I have talked to, as a result of their involvement in acts of vandalism, have stated their reason for breaking windows and committing other acts of vandalism was "because it was fun."

I can understand stealing. I can protect against that. I can harden our target. I can make it more difficult for people to get into that building. But when it comes to vandalism, the wanton destruction of property belonging to someone else, I have great difficulty with that.

VANDALISM COST . . . PLUS PSYCHOLOGICAL DAMAGE

Right after I came on the job, I responded to a breaking and entering in an elementary school. The people who had broken into this school had just destroyed property. I was in a third grade classroom which had been working on several months for Christmas gifts for their parents and they were torn apart.

Pictures on the wall were cut to shreds. The American flag had been burned and was laying in ashes on the floor. I went back to the school the next day and I had a little third grade child, female, come up to me and she had tears in her eyes and said why? Why did this happen to our school, to our classroom? I did not have an answer then and I still don't have an answer.

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[1] See p. 330.

We caught the children, three of them—all [illegible] of junior high age. They did it for a lark. They did it because they did not have anywhere else to go that afternoon.

The parents offered to make restitution and that was taken care of, but you cannot put a dollar amount on the psychological damage done to the children s a result of their senseless act.

It is not all bad news. I am very proud of the organization that I am fortunate enough to head. I have 42 investigator counselors on my staff now. They are assigned to secondary schools and are responsible for investigating criminal activities on school property.

We have conducted over 4,200 investigations since September of last year. It has had some positive effects. It has established a feeling of trust, safety on the part of parents and kids, that there is somebody in that school who is solely concerned with crime.

They are now aware that if it is reported to us, an investigation will be conducted. Every effort will be made to identify the people responsible and to bring those people before the bar of justice.

Thank you, Mr. Chairman, I will now respond to any question you would like to ask.

PREPARED STATEMENT OF PETER D. BLAUVELT

School Security—A Professional Approach for Dealing With Crime in Schools

I am extremely pleased to have been invited to appear before this subcommittee to share with you some of the concerns I have regarding the safety and welfare of students, teachers and school administrators, as well as the protection of school property. While the picture is at times bleak, there are some encouraging things going on in the Prince Georges County public schools that I also wish to share with you.

In any discussion of criminal incidents that occur on school property, there are two factors we must deal with, the actual incident itself and the wave of rumors many incidents generate. All of us would like to believe that nothing bad can happen in a school, crime is something that happens in "bad areas" and is something that we read about in newspapers or view on the 6 p.m. news. At times it is difficult to deal with the realities of life and have to come to grips with the cold hard facts that schools are not immune to criminal acts. Schools generally reflect the prevailing values of the community it serves. This community includes not only the physical location of the school but more importantly, the people who attend the school. The lifestyles and social values that both students and teachers bring to a school will determine, to a large extent, the climate of the school.

There has been a steady rise in the crime rate across the United States, Prince Georges County is no exception. The schools have also felt the impact of the increase in criminal activity, both in the area of crimes against persons as well as crimes against property. Reported incidents of vandalism, theft, and arson have risen steadily over the past 4 years. In the 1970–71 school year, our total losses from these three categories amounted to $216,815. By the close of the 1973–74 school year that amount had risen to $390,240. The current school year will see losses in excess of $500,000. Much of the increase, during the current school year, is directly attributed to arson. Between July 1, 1974 and mid-October 1974, we suffered seven major fires. Several of these fires were estimated at losses greater than $50,000 each.

In an effort to combat this intolerable situation, a burglar alarm system is currently being installed in all 234 schools in Prince Georges County. Even though the total system has not been installed, there has been an 8 percent reduction in the number of burglaries. From October 1974 through May 31, 1975, detection of unlawful intrusions by the alarm system has resulted in 106 apprehensions. None of this would have been possible had it not been for the Board of Education allocating nearly $600,000 for this project.

In the area of crimes against persons, there has also been an increase in most categories of offenses. During the period July 1, 1974 to March 21, 1975, there has been a 34 percent increase in assaults, a 62 percent increase in teacher assaults, a 53 percent increase in assaults with battery, a .02 percent increase in assaults involving a weapon, a 12 percent increase in fights, a 19 percent increase in trespassers, and a 54 percent increase in narcotic violations. While there is little doubt that part of this increase is attributable to improved reporting procedures, there has been an increase in the total number of incidents.

To reverse this upward trend, Prince Georges County Board of Education has increased its staff of professional Investigator/Counselors from seven in 1972 to 42 in 1974. Their primary function is to investigate all criminal complaints occurring on school property. During the current school year, they have conducted 4,200 investigations ranging from thefts of gym clothes to robberies and homicides. Their involvement in the school has resulted in a decrease in the following categories: robberies down 5 percent, extortion down 18 percent, drug overdose down 33 percent, and sex offenses down 24 percent.

It is our belief that school security is everyone's responsibility, not just the school principal and the security personnel. To emphasize this point, a program has been implemented in a number of secondary schools to involve students in a positive approach to school security. This program, called the Student Security Advisory Council, has been instrumental in allowing interested students an opportunity to identify security problems and then to implement corrective action. Through workshops and small group discussions, students begin to understand their responsibilities within the school community. No two programs are exactly alike, therefore, every effort is made to ensure that the SSAC deals with those security problems identified by the students at a particular school.

The success of the security program in Prince Georges County is directly attributable to the commitment by Carl W. Hassel, Superintendent of Schools, and the Board of Education. Year after year, funds have been allocated for the security program that might otherwise have been used in the instructional program. Four years ago the annual budget in Prince Georges County for security was $474,289. Demands for security services over the years have resulted in an increase in the annual budget to $723,249. In order to meet the requests from school administrators for security services, an additional 15 Investigator/Counselors would be necessary, requiring an annual budget of $907,000. The indications are that the Board of Education will be unable to provide the increase in funds necessary to allow for the expansion of this program. Consequently, we will be unable to meet these requests for additional security resources from school administrators, parents, teachers, and students.

The goal of the Office of Security Services is to provide a safe and secure environment where the educational process can take place. We desperately need your help and the help of Congress to aid us in the realization of this goal.

Therefore, I strongly support the passage of the Juvenile Delinquency in the Schools Act of 1975, and add my support to the recommendation of the National Association of School Security Directors request for immediate appropriation of $100 million to aid school systems in their efforts to provide for the safety of the students, teachers, and administrators.

[From the Washington Post, June 16, 1975]

Clinton School Hit by Vandals

(By Elizabeth Becker)

For the second time this year, vandals broke into Prince George's County school property, this time causing as much as $20,000 in damage to a Clinton elementary school.

Sometime between Friday midnight and Saturday midnight, the Tanglewood Elementary School, 8333 Woodyard Rd., was broken into. Windows and light bulbs were smashed, typewriters were thrown on the floor, and the rooms were sprayed with fire extinguishers and paint, according to county police.

"There is no alarm system in the school . . . that's why it went undetected for so long," said Peter Blauvelt, the chief of security for the county school board.

"We'll have alarm systems in all the schools by the last week in August, but those little rascals are always one school ahead of us," he said.

Last March, vandals broke into the county's school bus parking lot at Greenbelt, burning four buses and causing about $20,000 damage. That incident capped a series of smaller incidents that led the county school system to tighten up its security, Blauvelt said.

Between that incident and the break-in at Tanglewood Elementary, "not a thing" was done by vandals, Blauvelt said.

Police said they received an anonymous tip about 11:15 p.m. Saturday that the school had been broken into. After surveying the damage, estimated at $15,000 to $20,000, police said they notified school board security officials. Shortly after midnight, a clean-up crew had arrived to begin repairing the windows, according to a school spokesman.

Yesterday morning, another crew appeared and by late afternoon most of the damage had been repaired, according to Harry Shooter, of the school security staff.

Police and school officials said the damage was too extensive to determine if anything had been stolen from the school. Today, with the school open for classes, a security crew will check for stolen property, officials said.

[From the Washington Post, May 16, 1975]

LARGO STUDENT SHOT TO DEATH AT SCHOOL; 4 YOUTHS SOUGHT

(By Courtland Milloy)

A 17-year-old Largo Senior High School student was shot to death yesterday during an argument with four other youths in the school parking lot, Prince Georges County police said.

John Jenkins, of 5805 Nystrom St., New Carrollton, was pronounced dead at 1:30 p.m. at Prince Georges Hospital. He had been shot once in the chest with a handgun, police said.

Witnesses said that Jenkins, a senior, was sitting in a car when another vehicle carrying the four suspects pulled up beside him, according to police.

Jenkins got out of his car and began arguing with the youths when a shot rang out, police said. Jenkins fell and the suspects' car sped away, police said.

Between 50 and 75 students were in the school parking lot at 505 Largo Rd., when the shooting occurred at 1:15 p.m, police said.

Details of the shooting given to police by witnesses were so varied that even a positive description of the suspects' car was not immediately certain, police said.

The shooting occurred during the last school period, when Jenkins was scheduled to be in a physical education class, a student at the school said.

"We had the class together," the student said, "but Jennie (a nickname) decided to sit this one out. He would do that sometimes, just go into the bleachers or out to his car and listen to the radio," the student said.

Jenkins, who was about 5 feet 8, and wore shoulder-length hair, "was a pretty good student," recalled Mike Mitchell, a substitute physical education instructor.

"I had him in a couple of classes. He just didn't seem like the kind of kid to get into trouble," the teacher said.

According to teachers and students interviewed yesterday, the Largo school has not had any previous shootings. There have been incidents of fighting at the school, but nothing of a serious nature, they said.

Police said they did not know late yesterday whether the four youths being sought in the shooting were Largo students or outsiders.

Senator BAYH. I appreciate all of you being here.

Have you any indication that burglaries at your schools are part of an organized crime effort?

Mr. BLAUVELT. Not that I have been able to pinpoint. There is some indication that groups of kids will get together and do vandalism to buildings. By far the element we are basically dealing with in school crime is kids. Seldom do we deal with the professional thief.

When we get hit by a pro it is very obvious. They will back up a truck and load up all of the TV sets, typewriters and so forth. But generally that is not our experience.

Senator BAYH. I noticed in the paper, in the latter part of last month, that there was a direct relationship between several armed robberies and the use of drugs. Would you expand on this, please?

Mr. BLAUVELT. Last fall we experienced a period of eight armed robberies. Everyone of those was drug related. By this I mean the people who were robbed and who did the robbing were involved in drug use. Kids will not come out and tell you immediately that they were held up because they were holding drugs—it takes time to get to the truth, which inevitably turns out that the victims were involved in an illegal act at the time the robbery took place.

There is a great deal of money involved. You have to realize that the kids are the end user. There is nobody lower on the scale in the ladder of narcotics transactions than a kid. He may deal, but it is to each other. There is very little massive distribution at the school level.

The kids really are mimicking in many, many ways what they have seen and read about in the newspapers, what they have seen on television and they feel this is an easy way of making money. Of course it is. Detecting drug usage to the point of prosecution is frustrating.

There is a book, that can be purchased in almost any large shopping center, entitled "Legal High." This book gives directions for the use of legal substances that are capable of bringing on a "high" for the user.

One such substance called broomtop can be purchased for 45 cents for 8 ounces. Broomtop is smoked in the same fashion as marihuana, with somewhat the same effect being achieved.

Investigators have to be extremely careful that they don't end up arresting someone for possession of an illegal drug; only to find out the suspected substance is legal to possess.

The kids are aware of that.

Senator BAYH. How about alcohol?

Mr. BLAUVELT. It is there.

Senator BAYH. Is it a problem?

ALCOHOL ABUSE PROBLEMS INCREASE

Mr. HOWARD. There has been a big increase in alcohol in the last 2 years, not so much during the regular schoolday on campus itself, but other activities such as athletic events, school dances and so forth, a big increase in the use of alcohol in junior and senior high in the last 2 years.

Mr. WILSON. I, also, have noticed an increase in alcohol. One of the things about alcohol is that it is accepted more by the parents. If a kid gets involved in marihuana, they frown on it but if he gets involved in alcohol, they say thank God it is not marihuana and welcome him back to the establishment.

We have State liquor stores in Washington. Because of the affluence of the residents, liquor stores in Bellevue regularly rank among the highest in sales in the entire State. Liquor is available to most kids at home. It is easy for kids to obtain.

The incidence of alcoholism is increasing among kids.

Senator BAYH. You are talking about more than just casual use of alcohol, I assume?

Mr. BLAUVELT. Yes.

A problem related to the question of drug and alcohol abuse in schools is the ease in which these commodities are brought on to school property.

In senior high schools many students drive to school. The automobile has become the focal point for distribution of drugs, alcohol, weapons and other items of contraband.

With open campus policies, modular scheduling and early work-release programs now in effect in most school systems, the controlling of vehicular and unauthorized pedestrian traffic is extremely difficult to control. None of us have the staff to place in parking lots or to place at every entrance of a school to control the flow of people.

We, in security, must be extremely careful as to the types of procedures we try to implement so as not to become overly restrictive of students' rights and freedom.

Senator BAYH. You have efforts to rob or vandalize the school after school hours. I assume that this can be handled fairly effectively, although expensive, by the alarm system. Is that accurate?

Mr. BLAUVELT. Except that we are experiencing a shift in the times in which school property is being stolen. The burglar alarm equipment has made the nighttime more risky. Consequently, the period of thefts has moved to evenings and daytime. Alarms do an effective job—however, they are not the sole answer.

We still have property loss. Remember that most of our schools are used until 10 or 11 o'clock at night. I have heard the superintendent say that on any given night there are 40,000 people in our schools in the county, hopefully all for legitimate purposes. While portions of the building are being used for legal purposes, the rest of the school is vulnerable to theft.

Mr. WILSON. When you get intruders alarms in the schools, the burglars sometimes move out into the residential areas.

Senator BAYH. You don't have a great hue and cry in the Seattle area by parents saying, "don't put in an alarm system because that will cause the criminals to rob our homes," do you?

Mr. WILSON. No; but that does occur to some extent.

Senator BAYH. I can understand that difficulty. But would you agree an alarm system is one partial answer.

Mr. BLAUVELT. It is very effective.

Senator BAYH. You would have to say that your three school systems are different from New York or California. What sort of response have you had, using the students as part of the security force?

Mr. HOWARD. Senator, in one of our senior high schools this year locker thefts became a very serious problem. The security officers went to the student council and developed a hall monitoring program developed by the students themselves.

A couple months after this program was initiated, we have only had one locker theft. Before this program was initiated it was a constant everyday problem—clothing, shoes, books, being taken from lockers. It was successful in this one senior high school and we are working to establish it in the other four senior high schools.

VOLUNTARY PROGRAM FOR AND BY THE STUDENTS

Mr. **Blauvelt.** We have the Student Security Advisory Council in about 15 secondary schools right now. The whole concept is based on the fact that during the day kids are the victims of the crime. Nobody was paying much attention to them as far as asking them how we might prevent this from happening. At one school we invited anybody who had ever been the victim of a crime to attend an assembly and 300 kids showed up.

They talked about what their problems were. At that time they identified theft from automobiles as being the biggest problem.

A program was set up by the students and with the approval of the principal whereby students patrolled the parking lot on a rotating basis. This approach proved so successful that larcenies from automobiles were reduced from approximately 30 incidents a month to zero.

The success of this program rests in how students are selected. I am a real stickler on this. It has to be voluntary. It cannot be the principal appointing his favorite kids to it, or a teacher doing it, or by popular vote. When this occurs, the students are viewed as an extention of the administration and the program is not effective.

The basic concept behind the program is that there are a number of students in any given school who want to become involved in changing their school for the better. So often kids are excluded from doing this, because they don't fit the mold schools have established. In order to participate, a student has to be chosen or elected to fill a certain position. We wanted a program where anyone who wanted to participate was welcome.

The only restrictions placed on members are the restrictions they, as a group, impose. Of course, this approach requires a principal who is flexible enough to allow students this degree of involvement. Without the principal and the majority of teachers supporting this program, a school is better off without it.

Senator **Bayh.** You haven't had a problem where a number of kids look on those who are in the security council as part of the school administration?

Mr. **Blauvelt.** Only when the school went ahead and appointed kids to it. Then the kids were identified as being an extension of the administration. When you open it to volunteers, then anyone can join. If some kid gets hassled about being on the SSAC he can turn to the guy that is hassling him and say, if you want to join, come on.

For that reason there is no stigma attached in belonging to the SSAC.

ASSAULTS ON TEACHERS

Senator **Bayh.** What do you do about the 116 assaults—11 of these assaults involving weapons—on teachers in Prince Georges County during January of this year? There you get into a different kind of problem. You are talking about physical force being involved. Can a student force cope with that, or do you need to provide more protection?

Also, the cafeteria out there was robbed the other day, wasn't it?

Mr. **Blauvelt**. The robbery occurred when the cafeteria management was counting the day's receipts. There is little you are going to do to stop that kind of crime. We are not going to be any more successful in schools than the police are effective in the streets.

We do not use kids, we involve kids in our system as eyes and ears. We don't ask them to be junior policemen. We don't want them to become involved in a confrontation kind of role. But the fact that they can witness and report, that is the greatest value to us.

The area of teacher assaults is a serious one. We have had a marked increase of 62 percent in teacher assaults. We have had an overall increase of assault and battery involving kids of 53 percent. We feel, unfortunately, that there are times when the teacher may contribute to the assault. Occasionally the teacher will back a kid into a corner where he or she has no out but to assault that teacher.

Very often the student feels he has been embarrassed and belittled in front of the class and he sees no way of gaining any self-respect again unless he assaults that teacher.

We recommend to every teacher who is assaulted that they file charges. I feel that no teacher should ever be assaulted. But you have some teachers who will not cooperate. They don't want to press charges and the kids get away with it.

Mr. **Howard**. Assaults in our school system on teachers and school officials went up 75 percent last year. The frustrating thing about it, we urge teachers to prosecute but they have been through this process many times.

NO DETERRENT FOR JUVENILE CRIME

They obtain a citation for the youngster. He is sent to juvenile court and nothing is done. We could spend the rest of the afternoon on this judicial process, and its contributing factors to the problems in the schools. There is no deterrent for juvenile crime.

Nothing is done to juveniles. Time and time again we have gone to juvenile court about serious crimes. They are patted on the head, sent back to the school and to the community and told don't do this any more.

We must establish some deterrent for juvenile crime, or we are going to continue to have hearings like we are having right here today.

Senator **Bayh**. You have been very kind to let us have your thinking. Unfortunately you are literally, on occasion, on the firing line. We appreciate your thoughts.

We will be working with your association to try to see that the Safe Schools Study is a real study instead of a superficial effort to calm the multitude.

We will keep working on that together. I appreciate your being here.

We will adjourn our hearings now, pending the call of the Chair.

[Whereupon, at 1 p.m., the subcommittee adjourned subject to call of the Chair.]

APPENDIX

Additional statements and material supplied for the record

PART 1—SUPPLEMENTAL STATEMENTS AND MATERIAL

WRITTEN TESTIMONY FROM HYDE SCHOOL, BATH, MAINE

BY

JOSEPH W. GAULD, HEADMASTER

AND

EDWARD P. LEGG, DIRECTOR

OPENING STATEMENT

We are grateful that your committee has the courage to expose the realities of the violence and of the breakdown of values in our schools. To those of us who have been working on these problems for many years, it is time that Government removes its head from the sand and takes a hard look at what is going on in American education.

In an attempt to find solutions, there are a number of possibilities: (1) Government can pour money into the existing system, thus preserving the status quo. In the face of the emergency uncovered by your committee, keeping the old attitudes could lead only to a worsening of the situation and on to eventual catastrophe. We believe it is idiotic to argue for subsidizing more of the same; (2) Given what the public has come to expect from politicians and Government officials over the last decade, it is conceivable that solutions may be proposed that are nothing more than cosmetic and will serve only as grist for a publicity mill; and (3) hopefully, there are those who are committed to doing something which will work. This would mean the pulling together of these people so that their experience could be shared. It would also mean considering bold and radical approaches.

THE HYDE EXPERIENCE

In the 9 years since Joe Gauld founded Hyde, this community has been testing how character can and ought to be taught. We made a commitment to this kind of education, not knowing exactly where it would lead us, but firmly believing that eventually we would find a better way. We have opposed a system which pronounces the John Deans, Jeb Magruders, and Gordon Strachans as successes simply because they can perform certain intellectual tasks without bothering to search their consciences. If this system survives, we will continue to produce Watergates and we will deserve them. But perhaps we will instead teach our children to discover the meaning of values. I believe that giving such an education ought to be what Dr. Robert Coles of Harvard calls the consuming obsession of every educator.

One key aspect of understanding how Hyde works involves the relationship between Joe Gauld and me. Although he originally came from the conservative right and I have been rooted in the left, our commitments to kids are such that we have been interested only in finding what helps them. After 6 years of working together, we realize that we cannot be content with just building a model school in Bath, Maine. Those who care about broad-based change, as we do, should act.

PROPOSALS AND RECOMMENDATIONS

Specifically, we suggest concentrating on the following concerns and programs:

I—A COMMITMENT TO CHARACTER EDUCATION

We should make a basic philosophical commitment to teach character in our schools. Call it moral education, ethical behavior, values, learning or whatever, it comes down to dealing with and understanding the differences between right and wrong. It should be understood that character education can never mean indoctrination. If it is done well, those taught in this system become unique individuals who are genuinely prepared for life in a free, democratic society. They also should be men and women who have confidence in their consciences.

II—FAMILY EDUCATION CENTERS

We believe that communities should be encouraged and, if necessary, prodded to develop centers for family counseling and parent education. As individuals, we are highly trained intellectually and practically in terms of our careers. But our education as husbands, wives, or parents is woefully inadequate. Yet these are the fundamental relationships in our lives. We now know that the growth of the child is directly connected to the growth of the family and to the importance of values in the home. Without making family counseling and parent education a top priority, we believe that any attempt at solving the problems of school violence would be futile. Moreover, we are convinced that this wave of violent anarchy is only symptomatic of deeper, more serious fractures in our homes and schools.

III—TEACHER AND ADMINISTRATOR TRAINING

There should be extensive programs designed to locate and to train teachers and administrators in terms of their best commitments. Kids are experts at identifying phonies and hypocrites. Anyone who knows young people understands that much of this violence is aimed at what the kids perceive to be an impersonal, manipulating, and dishonest power structure. We know that even the most hardcore juvenile delinquent will respond positively to an honest commitment to his life and to his growth. However, the leadership in our educational institutions is at best mediocre. More likely, it is simply inept.

IV—TEACHER-STUDENT CONFERENCES

We suggest the establishment of a national conference and also regional workshops which would be composed of students, teachers, and a few administrators. As I am sure you realize, no ultimate answer can be valid unless it includes input from those who suffer the most from the system's breakdown. To restructure a saying of the sixties: If you are part of the problem, you must become a part of the solution.

V—THE BUSINESS COMMUNITY'S ROLE

There should be a concerted effort by government to involve those in the private sector who are committed to helping kids prepare for life. The relationship of the business community to schools and their problems is an area which has been barely touched. I am sure the business community understands that a generation which accepts violence and vandalism as a way of life will eventually threaten the economic security of this country.

CONCLUSION

We do have other ideas and suggestions. In addition, if you are interested in knowing more about what we are doing at Hyde, we would be happy to send you detailed literature. We certainly do not have all the answers. But we do have vast and valuable experience, a new and workable philosophy of education, and more importantly, we care. Hopefully, you and your committee will get us together with others who share this dedication.

If, for once, government would concentrate on discovering and utilizing the best and most honest commitments instead of relying on the empty shells of good media images or pumped-up academic reputations, then perhaps real progress could be made.

PASA TASK FORCE REPORT
ON
GANGS

PREFACE

The primary purpose of this task force has been to identify the school system's responsibilities with the understanding that the school system is not the sole institution that has the responsibility for providing for the safety and welfare of all children through gang control and prevention. The task force is developing a master plan for gang control and prevention in the Philadelphia School District which will include specific recommendations, definitely assigned responsibilities for the implementation of each recommendation, and a time frame for the implementation of each recommendation.

ACKNOWLEDGMENTS

Robert Eaverly

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Frank Hauser

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Harold Kessler

Daniel McGinley

Wendell Pritchett

Marvin Robinson

David Rosoff

Albert Sessions

Estelle Sokolov

Althea Cousins

MASTER AND CLUSTER PLANNING

A. There is a need for a city-wide school district plan and plans at the local cluster of schools level for gang control and prevention.

Specific Recommendations

a. A central office or team must be designated to assume responsibility for a city-wide plan for gang control and prevention and the support and coordination of cluster plans.

b. Schools within identified gang areas must organize into clusters and develop plans to:

1. Insure curriculum continuity
2. Share resources and ideas
3. Develop a unified approach to cluster gang control and prevention.
4. Develop support strategies on the between levels.

c. Youth resources should be organized at the school, cluster and central levels. These teams should consist of administrators, teachers, counselors, students, parents, security and N. T. A. personnel, police, community representatives and representatives of agencies serving the larger and local communities including the business and religious communities. These teams will be responsible for on-going planning and review and will meet as often as circumstances require, but no less than once a month.

d. A gang tension team or crisis team will be formed from the Youth Resources team at each level for immediate action to prevent and respond to crises.

e. An alerting system should be developed that will result in automatic procedures to prevent and respond to emergencies. This system would include:

1. Proper use of the public address system
2. Contact and use of police
3. Official school district notification
4. Alerting and use of internal school staff, N. T. A. 's, teachers, security people, etc.
5. Evacuation procedures
6. Cluster relay

Note - Appropriate revision of administrative bulletins will be necessary for the above.

f. Emphasis must be placed on dealing with individuals to avoid publicizing specific gangs.

g. There must be autonomy at the Principal level to call on needed resources.

B. The Philadelphia School District plan for mobilization of resources to decrease youth hostilities and violence:

Specific Recommendations

a. Board of Education Priorities
  1. Adoption of master plan
  2. Selection of Board Member to serve as liaison

b. Superintendent and Executive Deputy - administrative authority

c. Director of Youth Resources Council
  1. To coordinate and channel external and internal resources
  2. To administer and supervise Youth Resources Coordinating Team
  3. Four coordinators (at supervisory level)
    (a) To serve as council staff
    (b) To have district responsibilities
  4. Secretarial staff

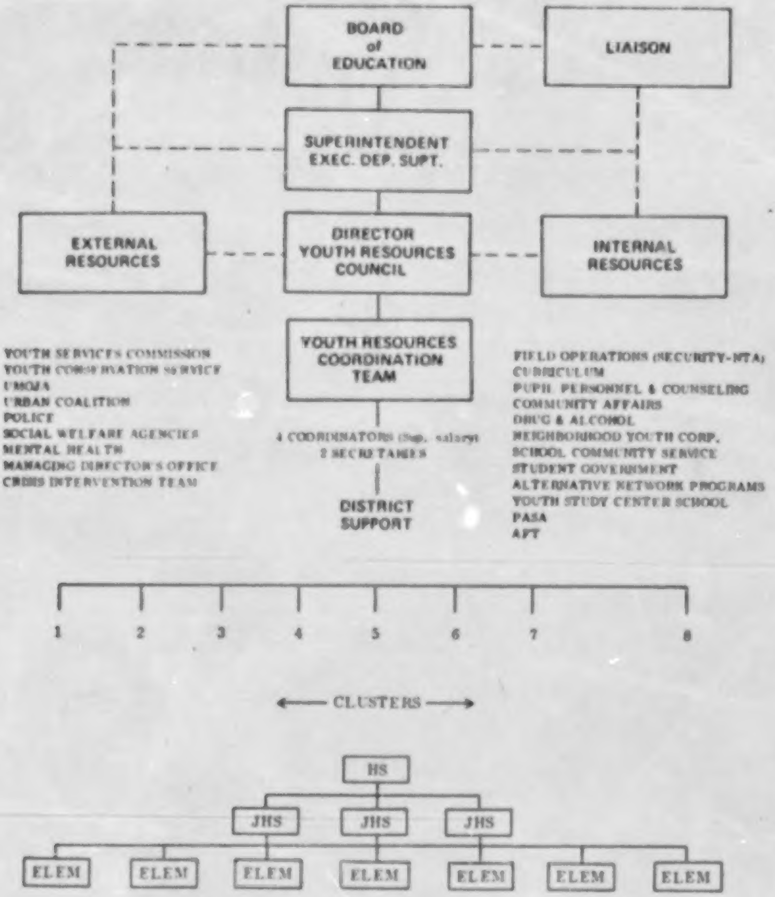
d. District Activities and Clusters
  1. District Superintendents
  2. Principals
  3. Staff and community resources

ESTIMATED BUDGET

Director	$25,000
Coordinators	18,000
	18,000
	18,000
	18,000
Secretaries	8,000
	8,000
Operating Funds (material, office supplies hardware, software, conferences, transportation, etc.)	20,000
Fringe Benefits	
	$133,000

The following chart represents the organizational scheme for the implementation of the master plan.

PROPOSED STRUCTURE FOR FOCUSING RESOURCES TO DECREASE HOSTILE YOUTH ACTIVITIES


BOARD of EDUCATION
LIAISON
SUPERINTENDENT EXEC. DEP. SUPT.
EXTERNAL RESOURCES
DIRECTOR YOUTH RESOURCES COUNCIL
INTERNAL RESOURCES
YOUTH RESOURCES COORDINATION TEAM
YOUTH SERVICES COMMISSION
YOUTH CONSERVATION SERVICE
UMOJA
URBAN COALITION
POLICE
SOCIAL WELFARE AGENCIES
MENTAL HEALTH
MANAGING DIRECTOR'S OFFICE
CRISIS INTERVENTION TEAM
4 COORDINATORS (Sup. salary)
2 SECRETARIES
DISTRICT SUPPORT
FIELD OPERATIONS (SECURITY-NTA)
CURRICULUM
PUPIL PERSONNEL & COUNSELING
COMMUNITY AFFAIRS
DRUG & ALCOHOL
NEIGHBORHOOD YOUTH CORP.
SCHOOL COMMUNITY SERVICE
STUDENT GOVERNMENT
ALTERNATIVE NETWORK PROGRAMS
YOUTH STUDY CENTER SCHOOL
PASA
AFT
1
2
3
4
5
6
7
8
CLUSTERS
HS
JHS
JHS
JHS
ELEM
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ADMINISTRATION

Interlocking Agency Relationships

Many agencies touch upon the schools and students, especially in gang or gang-related activities. There is a need to unify the services of these agencies, fit their services into a comprehensive plan and develop continuity of services and planning throughout clusters of schools.

1. Probation

Schools must have some idea of the potential problem students and the actual problem students they serve.

Specific Recommendations

a. Counselors and principals should review C19 court referral records for offenses and types of probation.

b. Additional records are necessary and should be developed by a team of counselors, principals and parents.

c. Periodic cluster meetings should be held with probation officers, counselors, school administrators and home and school visitors to develop comprehensive school-probation plans.

2. Gang-Related Agencies

Each school should have information concerning agencies and resource people, city-wide and in a particular cluster, and the services such agencies and people can provide. These services must be evaluated as to their effectiveness for specific problems.

Specific Recommendations

a. A city-wide annotated list of agencies and resource people will be developed at the central office level.

b. Each cluster will designate a coordinator to develop an annotative list of agencies and resource people within that cluster.

c. Evaluative criteria will be developed by the cluster for gang-related agencies in the cluster.

d. The cluster must further look at other agencies (drug abuse, planned parenthood, venereal disease, etc.) that deal with problems of youth along the same lines.

e. Group conferences with the school, parents, child and representatives from the agencies must be held.

3. Courts

Improved communications with the courts are necessary. This will facilitate referrals and mutual support techniques.

Specific Recommendations

a. There must be workshops with court representatives, judges and other court staff and counselors, administrators and other school persons.

b. These workshops should be organized by the Division of Pupil Personnel and Counseling.

c. Assistance to administrators for court procedures and follow-up should be increased.

4. Police and Security Officers

Principals must be able to use police and security officers more effectively with consideration for the needs of the school, individual civil rights and community concerns.

Specific Recommendations

a. There should be cluster training sessions including the police, security officers, administrators, deans, counselors, home and school coordinators and others.

b. There should be more involvement of school personnel in police-community workshops.

c. Security officers should not be removed from a school without consultation with the principal.

d. The services of security officers should be determined by the principal. The principal should be the primary agent of accountability and any action externally initiated by security officers should be done in consultation with the principal.

e. The School District should undertake a comprehensive training program for non-teaching assistants and security officers. The basic elements of this program should be planned by a team which includes principals.

TEACHER AND STAFF ASSIGNMENTS

There must be greater flexibility in teacher placement, training and staff assignments.

Specific Recommendations

1. Teacher training institutions must include in their preparation the unique problems of urban gang life.

2. In-service training must include problems of urban gang life.

3. Principals in schools with gang problems should have greater flexibility in the selection of counselors and other key personnel.

4. Examination processes for prospective teachers should consider the candidate's knowledge of and sensitivity to trouble-prone youngsters.

5. City-wide workshops should be held each year to improve the skills of the key personnel responsible for the gang control and prevention program.

6. Special cluster teams should be organized to move into a school, especially where there is a new administrator, to help establish response and preventive procedures.

7. There must be greater flexibility in the transfer of gang students with respect to the proper choice of schools.

8. The Central Youth Services team should analyze, plan and implement the use of existing youth workers such as the gang liaison specialist, youth workers, drug addiction workers, recreation leaders, and others and report their effectiveness to the Superintendent and the appropriate agency.

9. Wherever a school and recreation center co-exist, every opportunity should be explored for recreational staff, in combination with community volunteers, to utilize the school plant as well as the recreational center:

   a. Gym
   b. Auditorium
   c. Meeting rooms
   d. Schoolyard
   e. Kitchen

10. Where a school is not close to a recreational center, every effort should be made to identify city and private agencies which could relate to the school in the same manner.

11. A review of the extension program and its relationship to the gang problem must be made. More effort should be made to open schools to community at night.

12. Special examinations should be scheduled when schools have identified special personnel needs. Effort should be made to build into the examination process for these school district positions — consideration of the sensitivity and skills of the candidate to the requirements of such special positions.

13. Work coordinators and other job-oriented personnel should be made aware of how their activities can support actions for gang control and prevention.

CURRICULUM

There must be curriculum changes, reorganization and program expansion to enable the schools to provide early intervention and continuous gang control and prevention.

Specific Recommendations

1. Every person working with children must have knowledge of the idea of self-concept.

2. The system must identify the dysfunctional curricula that produce decreased interest, achievement and attendance by students at every level, and as early as possible.

3. Every teacher, principal and counselor should understand the gang as a group and how a group, especially a gang, meets human needs.

4. Every teacher, principal and counselor should know or should be helped to know and identify those classroom or school practices that contribute to youngsters seeking fulfillment in group activity.

5. Every teacher should have training in and every child shall have experiences in the following curricular areas:

   a. Self-awareness
   b. Values clarification
   c. Group behavior - especially the gang
   d. The causes of violence
   e. Political behavior
   f. Teaching - learning process

6. The School District must examine its instructional planning process with the following concerns in view:

   a. Are the goals of the system clearly defined and communicated to principals and teachers?

   b. Instructional programs emanate from or are touched upon by the following offices:

      (1) Alternative Programs
      (2) Career Education

(3) Vocational Education

(4) Curriculum and Instruction

(5) Federal Programs

(6) Pupil Personnel and Counseling

(7) Field Operations

(8) Special Education

(9) Early Childhood

Have these offices developed cooperatively a comprehensive and coordinated instructional plan that has been clearly defined and communicated to the instructional leaders of the schools?

Has the impact of the variables that affect a school as a result of these diverse programs been evaluated and in the evaluation mechanism, are there feedback opportunities from principals and teachers, counselors, etc.?

c. Do District Superintendents have clearly defined instructional plans for their districts related to system-wide plan?

d. Do Principals have clearly defined instructional plans for their school related to district and city-wide plans?

7. A Human Resources Team will be composed of representatives from the teachers, administration, counselors, parents and home and school visitors and, when necessary, students and outside resources. Each team will be given training prior to becoming operative to insure clarity of purpose of the team and the means of operation.

The primary purpose of the team will be continuous evaluation of the total mental health climate of the school and its impact on the development of the children.

This would include:

a. Grouping

b. Grading

c. Testing

d. Student-teacher interaction

e. Faculty-administration relations

f. Programs for the identification of student needs

g. Organization and scheduling appropriate for student needs

h. Total curriculum assessment

i. Community-school interaction

j. Any problems or programs related to instruction

A central Human Resources Team will perform the same functions on a city-wide basis and provide supportive services for the school teams.

8. There should be more of the checkpoint type of classes designed to improve self-image as well as basic skills development.

9. Afterschool recreational programs should include arts, crafts, music, and community activities as well as sports.

10. Alternative programs or schools especially planned for gang members or gang-prone students with properly trained personnel should be instituted.

11. There should be a review of transfer policy based on gang-related problems and increased resources for responding to students' needs.

12. Students who have fallen behind because of poor attendance, fear of crossing turfs, etc. should be allowed to return or go to the school of their choice.

13. There must be greater flexibility in roster changes.

14. There must be a reassessment of grading practices, especially the practice of cumulative grading.

15. "Vestibule" classes should be instituted at the junior and senior high school level to accommodate students who enter 7th grade because of chronological age rather than on the basis of academic skills.

16. Intra-mural sports, including all students, should be emphasized.

17. Junior high school industrial arts and home economics programs must be reevaluated to ascertain skills appropriate for senior and post high school.

18. Career education must be instituted at all levels.

COUNSELING

There must be changes in the counseling services, and related agencies, to enable the schools to provide for identified needs and early intervention for continuous gang control and prevention.

Specific Recommendations

1. Administrators must construct counseling priorities based on school needs for working with disruptive youngsters rather than organizational convenience.
2. Specialized gang-problem training should be provided to every counselor.
3. Counselors should be involved in the total picture of the child's life.
4. Counselors must not restrict themselves to referrals, but they must be a council of advocacy at the school level for youth and identify the strengths and weaknesses of school and agency programs dealing with youth.
5. There must be emphasis on a new role for counselors rather than just improving the old role.
6. There must be an expansion of the counseling services.
7. Relationships between the schools, the courts and the probation department must be coordinated more effectively. Specifically:
    a. The schools consider the new Juvenile Court Act to be too restrictive.
    b. There are inadequate facilities for deprived, delinquent, and dependent children.
    c. The probation department is reluctant to deal with truants or disruptive school children.
    d. The foster home placement program must be improved.
    e. The court's attitude toward truants and disruptive students is too often one of remanding the problem to the schools.
8. There is a need for more residential schools like Shallcross with a highly trained residential staff.
9. Halfway Houses for troubled youth are necessary.
10. There is a need for more psychiatric and other supportive services.

11. More vocational skill centers with follow-up employment programs must be instituted.

12. There must be greater cooperation between the School District and unions in any vocational program and employment.

13. There must be sustained efforts to reach alienated students between the ages of 12 and 19.

14. Union apprenticeship programs should be open for students at a younger age.

APPENDIX I

De-fusing Philadelphia's Gangs—Part I

THE GANG PROBLEM IN PHILADELPHIA

It is time to take another look at Philadelphia's gang problem to see what can be done to stop the war in the streets. A new report of the Economy League, soon to be released,* seeks to (1) provide the community with a description of agencies engaged in gang control, (2) report on experience in other cities, and (3) develop conclusions and recommendations on how Philadelphia's gang control efforts could be improved.

Gang Activity

In 1973, the Police Department identified 88 gangs, a reduction of 17 from the level of the prior two years, plus some 100 to 150 "corner groups." It is impossible to count gang membership precisely. Some youths participate in the activities of the "corner" most of the time; others "rally" with their corner only when they feel their neighborhood is threatened. The Police Department estimated total gang membership in the range of 5,000 to 8,000. Others estimate that total membership in gangs and corner groups is as high as [illegible]5,000.

The Police Department reports gang-related homicides known to the police. The toll increased from four such deaths in 1963 to 41 to 1973. According to the records of the City Department of Public Welfare, shootings and stabbings resulting in severe injuries increased from 23 to 251 in the same period; however, these are admittedly not comprehensive data. (The figures on homicide and shootings are considered to be highly reliable; data on stabbings, somewhat less so; data on rumbles, rapes, and fights among individuals are admittedly incomplete.)

City's Role in Area Youth Work

In the U.S., area youth work dates back to the 1930's, when persons working with youth became concerned about the groups which were not attracted to the programs offered in centers and settlement houses. Accordingly, youth workers began to go out into the streets where the delinquency-prone groups "hung out."

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*The Gang Problem in Philadelphia: Proposals for Improving the Programs of Gang Control Agencies. A grant from the William Penn Foundation helped finance the study, but the analysis and recommendations are not necessarily those of the Foundation.

This approach was begun in Philadelphia in 1945 by the Crime Prevention Association. Some settlement houses also developed area youth work programs. Until 1961, the programs were financed from private funds. With financial support from the City, the Crime Prevention Association provided the bulk of area youth work in Philadelphia until November 1967, when its program was transferred to the City Department of Public Welfare.

The number of City workers assigned directly to gangs and corner groups grew from 30 in 1968 to about 185 in early 1973; the increased staffing was made possible largely by state and federal funds. In the second half of 1973, the City ended its program of assigning youth workers directly to individual gangs and groups, and replaced it with the programs of the Individual Youth Services and Community Services Units mentioned below.

Agencies Involved in Gang Control

In 1974, the following City agencies had programs dealing with gang problems:

Office of Managing Director—two special assistants for gang control.

Department of Public Welfare—Youth Conservation Services. The programs of this agency are intended for all youth. However, in practice, two units place emphasis on work with gang members: Individual Youth Services has a staff of 130 providing individual counseling in health, education, and employment to 3,000 to 4,000 youths, many of them gang members; the Community Services Unit assigns about 40 youth workers to areas where gangs are a problem.

Police Department—Juvenile Aid Division, Gang Control Unit. Formed in 1954, the unit monitors gang trouble spots throughout the city; patrols tension areas; investigates gang crime. Under an experimental program, some members of the unit are assigned to specific gangs in Southwest and in North Philadelphia.

Private agencies included:

Safe Streets, Inc. Founded in 1969; has two centers, one in West Philadelphia and one in North Philadelphia, and a staff of 20 providing programs geared primarily to about 15 gangs in the primary service area.

Neighborhood Youth Resources Center. Operated by Crime Prevention Association in a North Philadelphia target area since 1971; two youth workers on the City payroll are on the staff of the center and work with gangs in the area.

House of Umoja. Established in West Philadelphia in 1968; staff of 10 provides services to about 100 youths as well as to gangs in the neighborhood; also organized peace treaties citywide.

Philadelphia Committee for Services to Youth. Established in 1972; has a staff of 20. Operates a hotline citywide and has gang control and educational programs in North Philadelphia.

* * *

PART II will present proposals for improving the programs of gang-control agencies.

APPENDIX 2

De-fusing Philadelphia's Gangs—Part II

SIX PROPOSALS FOR IMPROVING PROGRAMS OF GANG-CONTROL AGENCIES

Three City agencies—the Philadelphia Department of Public Welfare (Youth Conservation Services), Police Department (Juvenile Aid Division, Gang Control Unit), Office of the Managing Director—and four nongovernmental organizations all run programs aimed at gang control.

Nongovernmental organizations in the gang field fall into two categories: those with youth-development programs, serving youth in general but also intended to prevent or reduce delinquency among gang members; and those with programs aimed directly at stemming gang violence. Many agencies in the first category believe that they can and do play a part in preventing delinquency. But most gang members do not participate in programs of the regular youth-serving agencies. The new Economy League report* therefore focuses on organizations with programs aimed directly at stemming gang violence: Safe Streets, Inc., Neighborhood Youth Resources Center, House of Umoja, and Philadelphia Committee for Services to Youth.

In total, the three City agencies and four nonpublic organizations have a staff of 400 and budgets of about $5.2 million. A substantal part of the funding comes from grants of federal funds.

Evaluation of Effectiveness Is Lacking

The study included a review of evaluation procedures set up by the agencies and of their reports on their accomplishments. The Economy League report concludes that, on the basis of available data, no precise evaluation can be made of the effectiveness of the program or of the agencies themselves. Recorded incidents of homicide, shootings, and stabbings have remained at a high level since 1968, compared with the prior period. Would the number of incidents have been higher if the agencies had not been there? If they had different programs? The report states that, lacking evaluation data, there is no way to answer these questions.

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*The Gang Problem in Philadelphia: Proposals for Improving the Programs of Gang Control Agencies (Report No. 375). Free to contributors to the Economy League; $4.50 to others prepaid, $5.00 if invoiced. A grant from the William Penn Foundation helped finance the study, but the analysis and recommendations are not necessarily those of the Foundation.

Experimentation and Data Collection Are Needed

The report makes three recommendations in this area:

- So that the community can derive full benefit from future expenditures for gang control, all programs seeking to reduce gang violence, whether by regular social service or through special efforts, should be considered experimental.

- Programs should seek to divert gangs from destructive activities and to facilitate involving gang youth in regular community and social service programs. The design of the programs should include clear statements of objectives, criteria for evaluating the major purpose of crime reduction, and methods for carrying out the evaluation.

- A coordinated system of data collection and dissemination on incidents of gang violence should be established. The Department of Public Welfare and the Police Department should take the lead, but all other agencies should have an opportunity to provide input. The purpose would be to develop a comprehensive and reliable body of statistics relating to gang violence in Philadelphia. Such statistics would be the basis for all program evaluations.

Coordination of Services Is Needed

Although there is room for a multitude of agencies and organizations to try to reduce or eliminate gang violence, the programs need to be coordinated to husband resources and to pinpoint accountability and responsibility. The report makes three recommendations for such coordination:

- Delinquency prevention agencies should define mutually exclusive geographic or functional areas in which to provide services for which they can be held accountable. As a means of coordinating different functions of several agencies in the same area, the arrangements among the Neighborhood Youth Resources Center, Youth Conservation Services, and Juvenile Court Probation provide a model.

- The agencies should formulate joint plans for (a) training and developing youth workers, (b) collecting and distributing data on gangs, gang membership, and gang-related incidents, and (c) sharing evaluations of different techniques.

- Additional youth service centers, with a range of services, should be set up on an experimental basis in neighborhoods not now served. One possibility is to establish one or more centers under the auspices of Youth Conservation Services. Such a center would be the focus of YCS services—area youth work, individual services, family casework—in a target area, and also would bring under one umbrella the services of court probation, school attendance, and other youth programs.

The new citywide Youth Services Commission, on which many different interests are represented, could provide over-all, high level coordination of services among agencies, by developing citywide policy and procedures applying to the implementation of such services.

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PART III will discuss other recommendations for the gang-control programs.

APPENDIX 3

De-fusing Philadelphia's Gangs—Part III

MORE PROPOSALS FOR IMPROVING THE PROGRAMS OF GANG-CONTROL AGENCIES

Gang warfare terrorizes many Philadelphia neighborhoods. People are afraid to walk the streets; children fear going to school without escorts. In addition to blighting the lives of the residents of those neighborhoods, destructive gang behavior adversely affects the social and economic welfare of the entire city.

The traditional strategy in seeking to control such behavior has been to conduct special programs aimed at gangs and gang members. An alternative is to abandon special programs and provide programs directed toward individuals, some or most of whom happen to be members of gangs.

The arguments of emphasis on individuals appear to have merit. But a new report of the Economy League* concludes that evidence on the question of the effectiveness of different strategies is inconclusive, because of the lack of comprehensive evaluations of gang control programs in Philadelphia and elsewhere in the U.S. Yet special efforts directed at gangs and gang members might be needed to persuade gang youth to participate in the regular social service programs. The characteristics of gang warfare may justify special approaches to gangs by both social agencies and the public, the report concludes.

It has been argued that special gang programs, however well structured, can hope for only limited success as long as there's no solution to the basic ills which plague many Philadelphia neighborhoods. Employment opportunities, part-time for those in school and full-time for those out of school, are considered basic by many of those dealing with youth problems. These are long-run matters.

Economy League Recommendations

Nevertheless, programs dealing with the gang problem may have some impact. The Economy League report makes six recommendations on experimentation and data collection and on coordination of services, as summarized in the July 9, 1974 issue of Citizens' Business. Other recommendations cover elements of program, including the role of the courts:

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*The Gang Problem in Philadelphia: Proposals for Improving the Programs of Gang Control Agencies (Report No. 375). Free to contributors to the Economy League; $4.50 to others prepaid, $5.00 if invoiced. A grant from the William Penn Foundation helped finance the study, but the analysis and recommendations are not necessarily those of the Foundation.

- An experiment should concentrate on gang leadership in a target area, including: (a) Have the Juvenile Aid Division and street workers of other agencies prepare a list of core membership of each violent gang. Classify leadership roles of core members of the gang. Classify as to school or employment status and needs. (b) Apply intervention strategy for each of the gang leaders using school and employment counseling, family counseling, job training. (c) Have the police notify of any arrests of core members: Youth Conservation Services, Juvenile Court Probation, District Attorney, Juvenile Aid Division. These agencies should jointly recommend disposition, for consideration by the court. (d) Have Youth Conservation Services, Juvenile Aid Division, and street workers of other agencies monitor the gangs and record changes in core members.

- Philadelphia's youth program which seek to eliminate destructive gang behavior should provide for street workers who will "hang and rap"—talk with gang members. The street workers should generally be assigned to geographic areas, and not to individual gangs; each worker should deal with several gangs. Each agency which has street workers should devise effective means for improving their activities and holding them accountable for their time.

- Experiments with crisis "teams" involving youth workers, probation officers, juvenile aid officers, clergy, and representatives of community groups should be undertaken as a means toward more effective crisis intervention.

- In developing youth programs, effort should be made to ensure that the groups are neither dominated by nor identified with particular gangs. However, gang members should be encouraged to participate, but as individuals.

Role of the Courts

A serious problem in the control of gang violence is the fact that many youth apprehended by the police and brought before the Juvenile Court are back on the street in a short time. The report recommends that the sentencing and commitment policies of the courts and penal institutions should be harmonized with the community's desire for protection against gang violence as follows:

(a) The courts should develop and publish data on recidivism related to alternative dispositions of the court.

(b) At disposition of gang-related delinquency charges, Youth Conservation Services should present to the court any data it has regarding the role of the youth in the gang structure.

(c) The court administrator should sponsor a conference of community representatives to build community consensus on sentencing policies for juveniles adjudged delinquent because of gang activities.

APPENDIX 4

PENNSYLVANIA CRIME REPORT - 1969

RECOMMENDATIONS

There is no single explanation for the violent gang activity and the accelerating rate of gang homicides currently being experienced in Philadelphia. The Commission believes that its causes are many and complex.

They are rooted in the disorganized family life; in the widespread unemployment and underemployment; in the intolerable housing conditions; in the accumulated effects of years of discrimination; in the sparsity of recreational and constructive leisure time activities; in the inadequacy of public and private services to disadvantaged people; in the shortcomings of the education system; in the weaknesses of the criminal justice system from arrest through after-care; and in the failure of government at all levels to offer the commitment, leadership, the resources necessary to make urban life pleasant, hopeful, clean and safe for many, many people.

While the Commission recognizes that these socio-economic conditions are the ultimate causes of gang violence, we do not believe it is possible to pinpoint any specific factor in Philadelphia which has caused this unique situation. Nor do we consider that these recommendations necessarily delineate all of the contributing factors. It may be that we are witnessing in Philadelphia at this time a more severe collapse in the ability of government to serve. It may be that the helplessness and despair of the youth is now more pronounced than ever before.

It is certain that there have been failures in the governmental effort at all levels to provide essential services in Philadelphia. The primary responsibility for this failure as it relates to the gang crisis rests with the City of Philadelphia. This is particularly evident in the dismal lack of proper recreational facilities within the blighted areas of the City; in the unfortunate shortage of adequate numbers of area youth workers; and in the failure of the City school system to meet the adequate needs of the underprivileged.

Recognizing the ultimate causes does not mean that the Commission excuses the violence. Far from it. Our urgent recommendation is that the violence will only be curbed when justice is sure, immediate and severe.

Criminal Justice System

1. Gang fighting and other violent gang activity should be specifically defined as a crime by the General Assembly and proper and adequate penalties established.

2. Immediate steps must be taken by all components of the Juvenile Justice System to assure swift arrest, immediate disposition and appropriate confinement for gang members involved in violent criminal activities. This specifically should include creation of such additional judges and assignment of such prosecutors and judges as are necessary to assure immediate hearings.

3. The courts, judicial administrators and the Philadelphia Bar Association must prevent inordinate delays in trials by taking immediate steps to limit the number of cases that can be accepted by any one defense attorney, to a number which the attorney can promptly and adequately handle.

4. "Dangerous Offender" type legislation should be enacted by the General Assembly, to provide indeterminate sentences with lengthly maximums to convicted offenders who are certified by the court and a panel of persons expert on human behavior to be dangerous to the community.

5. Consistent with our recommendation to reduce the cohesiveness of the gangs, the term "gang control unit" should be abolished. However, the present number of trained juvenile aid officers should be increased at least threefold, and assigned to critical juvenile areas. Such officers should be those best able to communicate with and relate to the community, and especially to minority youth.

6. The City and the State each must recognize and carry out their responsibilities for the confinement of juveniles. The City should maintain all preadjudication detention facilities and the State should operate or supervise all post-adjudication facilities.

7. The Youth Development Center at Fort Mifflin should be continued as a State-operated facility for adjudicated delinquents.

8. The City facilities for preadjudication detention of juveniles are entirely inadequate. Therefore, the plans for construction of a new Youth Study Center should be updated so that construction begins this year. The Commission recommends the conversion of part of the Fort Mifflin Barracks to preadjudication detention only as an emergency short-term, stop-gap measure.

9. The State should immediately plan for the early construction in or near Philadelphia of a new juvenile reception, diagnostic, classification and treatment center to receive all adjudicated juveniles committed to confinement.

10. State responsibility for the care of juvenile offenders committed to institutions must be centered in one department, either Justice or Public Welfare. That Department should be given adequate authority for the operation and programming of State institutions for adjudicated offenders, and for the supervision of all private and county operated facilities receiving adjudicated juveniles.

11. Legislation should be enacted to provide for post release supervision of juveniles released from State correctional institutions by the Pennsylvania Board of Probation and Parole.

12. Legislation should be enacted by the General Assembly to prohibit the ownership or possession, concealed or otherwise, of either firearms or ammunition by persons under the age of eighteen except specifically for hunting or other sports activities if approved by a parent or guardian.

13. Because respect for law is the basis for a democratic society, the Commission urges that every element of the criminal justice system extend itself to insure that law is worthy of that respect.

Commonwealth of Pennsylvania

1. At least $1 million must be appropriated by the General Assembly to the City through the Department of Community Affairs for funding and expansion of vital recreation programs.

2. The Liquor Control Board should review its practices, procedures, and regulations, in renewing liquor licenses to prevent an overconcentration of taverns in the disadvantaged and high delinquency areas of the City. The Board should give special emphasis to the enforcement of existing liquor laws in the inner city. Legislation should be enacted to permit the retirement with remuneration of licenses in such areas and require a substantial level of financial responsibility on the part of tavern owners.

3. The State's commitment to the local child welfare programs, including area gang work and police juvenile aid, should be immediately increased to 50%. The State Department of Public Welfare should review its child welfare standards, especially those dealing with foster homes, to insure that they do not adversely affect the availability of homes to children from the inner city.

4. Policies, practices and services of public assistance should be reviewed to insure that they are not contributing, consciously or unconsciously, to family breakdown.

5. The State's subsidy program for public education should be forthwith revised to provide greater support to urban communities faced with the exceptionally difficult task of providing relevant and effective education for large numbers of children from economically and socially deprived homes. Such additional money should be used to provide improved counseling, pre-school education, remedial and tutorial services, expanded vocational education, and other meaningful programs for the disadvantaged.

6. The Legislature should lift its ceiling so that the Philadelphia Board of Education can successfully sell its bonds.

7. The State College System must, through scholarship and intensified recruiting, increase the number of black youth who are available for teaching in the inner city. It must also review its curriculum to insure that educational methods are relevant to disadvantaged youth. It must increase its emphasis on special education techniques designed to improve the effectiveness of education for the slow learner and disadvantaged student.

8. The Child Labor Laws should be rewritten so as to provide children with earlier entry into the world of work, integrated where desired, with a program of concurrent schooling.

9. The present ceiling on tax credits under the Neighborhood Assistance Act should be lifted.

City of Philadelphia

1. The Commission deplores the unsanitary conditions of many of the City streets and neighborhoods. The City must make an immediate concerntrated effort to clean the streets in Philadelphia, remove all abandoned automobiles, clean the sewers, eradicate rats, and enforce the existing Housing and Traffic Ordinances.

2. The City should immediately undertake the demolition of abandoned and condemned houses in the blighted areas. Such houses serve as collectors of trash, filth, garbage and rodents, and very often also provide the popular but unwholesome neighborhood "playground" for underprivileged youngsters.

3. The City must maintain an effective mechanism for handling citizen complaints on all aspects of municipal responsibility.

4. The "turf" concept as related to gang activities must be destroyed so as to allow free movement of juveniles and all citizens throughout the entire City without fear of bodily injury or reprisal. This can only be accomplished by increased and effective police action.

5. The City must increase its commitment to the acquisition of recreation space. Resident and Day Camps should be made available to increased numbers of youngsters from the inner city. Many additional pools should be provided, especially in the high density areas.

6. The Child Welfare program in Philadelphia should be strengthened and expanded to increase the protective services to children and youth and to provide greatly increased foster and group homes.

7. Representatives of the City of Philadelphia, the Board of Education, the State and Federal governments should be convened at the call of the Mayor as a task force to explore together the utilization of public programs and funds. This task force should also explore the availability, adequacy, and relevance of public services.

8. Effective in September, every effort must be made to assure that no child is deprived of access to school by reason of gang activities. This will require immediate reevaluation of truancy procedures by the school district and the strict and accurate weekly reporting of truancy figures. It will also require effective neighborhood, community and police cooperation to assure freedom of movement to and from school.

9. The Board of Education must reevaluate its curriculum so that basic educational courses and remedial help will be available at all grade levels to the functional illiterate and to other youngsters not meeting their educational potential.

10. Philadelphia should provide additional school facilities particularly in disadvantaged areas.

11. The Board of Education, churches, social agencies, industry and Federal installations should make their gymnasiums, recreational facilities and play areas available, under supervision, to the young people of the Philadelphia disadvantaged areas. Increased numbers of public streets should be closed to traffic for recreation purposes.

Federal Government

1. The Commission recognizes with alarm the cutback this year of almost $7 million in Federal funds designed to help alleviate the basic underlying causes of violent gang activities in Philadelphia. The Commission recommends that the Federal government immediately restore the aforesaid Federal funding to Philadelphia.

2. Government must combine with the real estate and building industry to drastically expand the supply of decent housing available to low-income people, and especially to those who are circumscribed in their search for housing by reasons of discrimination. The effort should be directed away from massive public housing and toward scattered site housing throughout the metropolitan area.

3. The Federal government should adopt uniform national public assistance standards and provide the funding necessary for implementation.

Overall Community

1. The Youth Conservation Service, the police, the press, and all public and private agencies concerned should immediately embark on a deliberate program designed to reduce gang cohesiveness. Such a program will require continuous and conscious efforts to de-emphasize and de-glamorize "the gang" as an entity.

2. All public and private resources should be directed toward strengthening local neighborhood leadership and building community-based structures for social control.

3. The basic responsibility for preventing and controlling gang delinquency lies with public agencies, especially the police, but much should be delegated to nongovernmental community-based groups. These programs should be supported by private and public sources through a nongovernmental agency enjoying the confidence of the community, business, philanthropy and government.

4. Employes for all community-based projects should be hired from the locale.

5. All levels of government must combine with industry, labor and business to provide employment and opportunities for promotion for every youth and adult who desires to work. Government should provide subsidies and tax credit to industry and commerce to enable the private sector to be the employer of first and last resort.

6. Organized labor must accelerate the development of apprenticeship opportunities for black youth.

7. Industry and business should vastly increase summer employment opportunities for youth from the inner city.

8. Family planning information should be made available to every person of child bearing age who desires it, and in the case of minors, those who have the approval of a parent or guardian.

9. Efforts should be made by settlement houses, churches and local neighborhood groups to develop programs that will strengthen the capacity of parents, especially mothers, to cope with the problem of child rearing in neighborhoods franght with difficult social problems.

10. All agencies working with disadvantaged people should help them understand and use the provisions of the "Slum Landlord Act" to withhold rent in escrow pending landlord compliance with housing and health codes.

11. The United Fund, the Health and Welfare Council and the many agencies supported by private philanthropy should form an emergency task force to review the availability, adequacy and relevance of their programs to children and their families in the inner city.

12. The Commission, in its concern for resolving the problems contributing to youthful violence in Philadelphia, commends for urgent study to the entire community and its officials, the Report of the National Advisory Commission on Civil Disorders.

BOARD OF EDUCATION OF THE CITY OF NEW YORK
110 LIVINGSTON STREET, BROOKLYN, NEW YORK 11201
OFFICE OF THE CHANCELLOR

April 11, 1975

Mr. Gordon Alexander
Special Assistant
United States Senate
Subcommittee to Investigate
Juvenile Delinquency
A 504
Washington, D.C. 20510

Dear Mr. Alexander:

I am attaching, at your request, copies of the eight statistical reports listed in the Annual Report of School Year, September 1973-1974.

The actual titles on the Reports differ slightly from the manner in which they were identified in the Annual Report. The following listing may be helpful:

	Title of Enclosure	Title in Report
1.	Incidents Involving Handguns	Study of Crimes Committed with Handguns
2.	Special Report on Incidents Occurring in Lavatories	Crimes Committed in Lavatories
3.	Incidents Caused by Intruders	Crimes Committed in Schools by Intruders
4.	Location of Robberies	Study of Robberies Against Different Types of Individual
5.	Location of Sex Offenses	Sex Offenses (Breakdown of Type, Victim, Perpetrator)
6.	Special Report	Study of Crimes by Type of School, District & Neighborhood
7.	Location of Assaults	Types of Offenses Against Teachers, Students & Others
8.	Injury Report - Student Service Officers	Attacks Against School Guards (Number Injured, etc., by whom)

Sincerely,

Lillian A. Bass
Special Assistant to the Chancellor

LAB:ym
Att/

INCIDENTS INVOLVING HAND GUNS - 1968 - 1974

TYPE OF INCIDENTS	1968	1969	1970	1971	1972	1973	1974*	NO.	%
HIGH SCHOOL									
Assaults		1	1	1		4		7	23
Weapon Possession		1			2	9	7	19	63
Robbery							1	1	3
Disturbance					2			2	7
Attempted Murder					1			1	3
Sex Offence									
Harassment									
HIGH SCHOOL TOTAL	0	2	1	1	5	13	8	30	100
JUNIOR HIGH SCHOOL									
Assaults				2	1	3		6	40
Weapon Possession	1				2	4	2	9	60
Robbery									
Disturbance									
Attempted Murder									
Sex Offence									
Harassment									
J.H.S. TOTAL	1	0	0	2	3	7	2	15	100
ELEMENTARY SCHOOL									
Assaults				2		2		4	31
Weapon Possession		1				2	1	4	31
Robbery									
Disturbance		2			1			3	22
Attempted Murder									
Sex Offence		1						1	8
Harassment				1				1	8
ELEM. SCHOOL TOTAL	0	4	0	3	1	4	1	13	100
ALL SCHOOLS									
Assaults		1	1	5	1	9		17	29
Weapon Possession	1	2			4	15	10	32	55
Robbery							1	1	2
Disturbance		2			3			5	9
Attempted Murder					1			1	2
Sex Offence		1						1	2
Harassment				1				1	2
TOTAL	1	6	1	6	9	24	11	58	100

* 1974 Includes only January and February

Ismet Baker - 3/26/74

SPECIAL REPORT ON INCIDENTS
OCCURRING IN LAVATORIES OF
NYC SCHOOLS

TOTAL REPORTED INCIDENTS
NEW YORK CITY SCHOOLS

INCIDENTS	APR.73	MAY 73	JUN.73	Summer vacation July/August	SEPT.73	OCT.73	NOV.73	DEC.73	JAN.74	FEB.74	MAR.74	TOTAL INCIDENTS	TOTAL LAVATORY INCIDENTS	% OF TOTAL INCIDENTS
Assault	59	136	149		45	192	268	196	81	96	212	1434	11	.8
Sex Offense	5	4	2		-	5	5	1	5	8	9	44	7	15.9
Robbery	12	18	6		9	32	24	17	13	16	25	172	3	1.7
Narcotic	6	8	8		5	12	12	16	14	15	45	141	8	5.7
Weapon Possession	4	1	3		3	8	12	17	13	12	22	95	4	4.2
Trespass	18	36	25		6	15	50	61	66	55	128	460	6	1.3
Disturbance	-	24	2		2	32	39	36	11	7	13	166	1	.6
Harassment	-	-	-		-	-	-	-	55	66	67	228	3	1.3
Larceny	-	-	-		-	14	20	54	52	18	79	237	1	.4
Criminal Mischief	-	-	-		-	-	-	-	7	13	6	26	1	3.8
Disorderly Conduct	-	-	-		-	-	-	-	39	49	68	156	1	.6
Others	37	68	46		17	66	100	108	149	65	129	785	0	0
TOTALS	141	295	241		87	376	530	506	545	420	803	3944	46	.012%

SUMMARY

TOTAL INCIDENTS 3944

TOTAL INCIDENTS IN LAVATORY 46, REPRESENTING A TOTAL OF .012% OF ALL INCIDENTS

OFFICE OF SCHOOL SECURITY
analysis & statistics unit

ANALYSIS OF LAVATORY INCIDENTS

TOTAL SEX OFFENSES 7

DAY	SCHOOL	VICTIM	SEX	LOCATION	INJURY	WEAPON	PERPETRATOR	ACTION TAKEN
11-9	P.S. 13 R	Student	F	Lavatory			Unknown	Referred to P.D.
11-20	P.S. 288 K	Student	F	Lavatory			Student	Referred to P.D.
1-10	P.S. 43 X	Student	M	Lavatory			Unknown	-
1-31	P.S. 104 Q	Student	F	Lavatory			Student	-
2-27	P.S. 72 M	Student	F	Lavatory			Student	Referred to P.D.
2-25	P.S. 208 M	Student	-	Lavatory			Student	Suspended
4-13-73	P.S. 188 M	Teacher	F	Lavatory			Unknown	-

LOCATION OF
ROBBERIES
SCHOOL YEAR
1973-1974

STUDY OF ROBBERIES AGAINST DIFFERENT TYPES OF INDIVIDUALS

		BY INTRUDERS				BY NON-INTRUDERS				BY UNIDENTIFIED PERSONS				TOTALS			
	VICTIM *	S	T	O	TOTAL	S	T	O	TOTAL	S	T	O	TOTAL	S	T	O	TOTAL
	HALL	20	4	3	27	15	1	0	16	9	1	0	10	44	6	3	53
	CLASS ROOM	4	13	0	17	6	3	0	9	0	1	0	1	10	17	0	27
LOCATION	CAFETERIA	1	1	1	3	2	0	0	2	2	0	0	2	5	1	1	7
	GYM	2	0	0	2	0	0	0	0	0	0	0	0	2	0	0	2
	YARD	38	5	3	46	10	1	0	11	5	0	2	7	53	6	5	64
	ENTRANCE	7	0	2	9	0	0	0	0	4	0	0	4	11	0	2	13
	STAIR	9	0	0	9	2	1	0	3	0	0	1	1	11	1	1	13
	LAVATORY	2	0	0	2	4	0	0	4	0	0	0	0	6	0	0	6
	LKR. ROOM	0	0	0	0	3	0	0	3	0	0	0	0	3	0	0	3
	LOBBY	0	0	1	1	1	0	0	1	0	0	0	0	1	0	1	2
	TOTAL	83	23	10	116	43	6	0	49	20	2	3	25	146	31	13	190

* STUDENTS, TEACHERS, OTHERS

LOCATION OF SEX OFFENSES
SCHOOL YEAR
1973-1974

	INTRUDERS			NON-INTRUDERS					
VICTIM *	S	T	TOTAL	S	T	TOTAL	S	T	TOTAL
ELEMENTARY									
HALL	1	1	2			0	1	1	2
STAIR	2	1	3			0	2	1	3
YARD	4	1	5	1		1	5	1	6
AUDITORIUM			0			0			0
ROOM			0			0			0
EXIT			0	1		1	1		1
BASEMENT	1		1			0	1		1
LAVATORY	3		3	3		3	6		6
ENTRANCE		1	1			0		1	1
	11	4	15	5	—	5	16	4	20
J.H.S.									
HALL	2		2	2		2	4		4
STAIR	1		1	1		1	2		2
YARD	2		2	2		2	4		4
AUDITORIUM			0	1		1	1		1
ROOM			0	1	2	3	1	2	3
	5	—	5	7	2	9	12	2	14
HIGH SCHOOL									
HALL	3	1	4	1	1	2	4	2	6
STAIR	2		2			0	2		2
YARD									
AUDITORIUM									
ROOM									
BASEMENT	1		1	1		1	2		2
LAVATORY									
	6	1	7	2	1	3	8	2	10

ALL SCHOOLS COMBINED	INTRUDERS			NON-INTRUDERS			TOTAL		
	S	T	TOTAL	S	T	TOTAL	S	T	TOTAL
HALL	6	2	8	3	1	4	9	3	12
STAIR	5	1	6	1			6	1	7
YARD	6	1	7	3		3	9	1	10
AUDITORIUM				1		1	1		1
ROOM				1	2	3	1	2	3
EXIT				1		1	1		1
BASEMENT	2		2	1		1	3		3
LAVATORY	3		3	3		3	6		6
ENTRANCE		1	1					1	1
	22	5	27	14	1	16	36	8	44
TOTALS	22	5	27	14	3	17	36	8	44

* STUDENTS, TEACHERS

ANALYSIS & STATISTICS UNIT
OFFICE OF SCHOOL SECURITY
BOARD OF EDUCATION

Board of Education
City of New York

OFFICE OF SCHOOL SECURITY

SPECIAL REPORT

INCIDENTS REPORTED IN DISTRICTS

SCHOOL YEAR
Sept.1973-June 1974

TOTAL NUMBER OF INCIDENTS IN ALL DISTRICTS

SEPTEMBER 1973 thru JUNE 1974

DISTRICT NUMBER	SEPT.	OCT.	NOV.	DEC.	JAN.	FEB.	MAR.	APR.	MAY	JUNE	GRAND TOTAL	
1	1	9	9	8	6	9	6	4	9	7	68	MAI
2	1	11	13	10	11	11	11	10	6	4	88	476
3	2	8	17	13	11	7	15	4	15	10	102	
4	3	3	10	2	3	1	9	4	4	6	45	
5	2	6	2	2	8	2	5	4	12	5	48	
6	3	3	10		1	10	13	20	12	14	86	
7		2	3	6	4	7	8	7	8	5	50	BX
8	3	10	5	5	8	9	9	7	12	12	80	
9		6	9	8	6	14	21	6	18	9	97	
10		5	2	3	4	8	7	3	5	5	42	
11	1	6	7	14	13	9	24	10	8	16	108	480
12	2	8	9	2	5	7	19	14	24	13	103	
13		7	8	2	14	11	8	4	9	8	71	BK'
14	1	1	5	7	6	3	14	4	12	5	58	
15	4	9	11	5	4	1	13	2	7	5	61	
16	2	3	9	2	1	3	8		6	8	42	
17		1	5	10	7	7	10	6	10	5	61	
18	1	2	5	4	6	4	7	6	2	1	38	
19	2	12	14	13	18	11	24	17	26	18	155	882
20	2	11	10	14	7	8	14	6	7	2	81	
21		12	11	11	23	18	19	12	15	10	131	
22	3	3	3	2	5	2	5	5	3	4	35	
23		8	6	6	12	6	20	14	21	20	113	
24		2	3	3	4	4	7		7	5	35	QN:
25		2	5	2	8	3	11	2	6	7	46	
26		3	4	4	4	2	13	5	6	8	49	
27	2	9	15	12	12	17	12	1	21	8	109	
28	2	1	10	8	22	14	24	3	12	8	104	463
29	1	6	4	9	4	9	11	6	14	4	68	
30	1	3	2	7	4	5	8	5	9	8	52	
31	2	1	10	3	9	6	6	4	6	7	54	SI
* 32	3		8	4	2	1	6	1	5	6	36	
75		4	7	6	2	3	4	4	7	2	39	
TOTAL	44	177	251	207	254	232	391	200	349	255	2360	

* DISTRICT 32 INCLUDED IN THE BOROUGH OF BROOKLYN

NUMBER OF INCIDENTS IN ALL DISTRICTS

MONTH SEPTEMBER 1973

DISTRICT NUMBER	ASSAULT	ROBBERY	NARÇOTIC	SEX OFFENSE	WEAPON POSSESSION	TRESPASS	OTHER	TOTAL
1							1	1
2						1		1
3	2							2
4	3							3
5	2							2
6	2						1	3
7								0
8	1	1					1	3
9								0
10								0
11	1							1
12	2							2
13								0
14							1	1
15	2						2	4
16	1						1	2
17								0
18							1	1
19			1				1	2
20	1						1	2
21								0
22	1						2	3
23								0
24								0
25								0
26								0
27	1						1	2
28	2							2
29							1	1
30							1	1
31	2							2
32		1	2					3
75								0
TOTAL	23	2	3	0	0	1	15	44

NUMBER OF INCIDENTS IN ALL DISTRICTS

MONTH OCTOBER 1973

DISTRICT NUMBER	ASSAULT	ROBBERY	NARCOTIC	SEX OFFENSE	WEAPON POSSESSION	TRESPASS	OTHER	TOTAL
1	4						5	9
2	3	1			1		6	11
3	5						3	8
4	2						1	3
5	6							6
6	3							3
7	2							2
8	8			1			1	10
9	4	1			1			6
10	4	1						5
11	4		1	1				6
12	6						2	8
13	2	1					4	7
14		1						1
15	8						1	9
16	2						1	3
17	1							1
18		1					1	2
19	10		1				1	12
20	4	1	1		1		4	11
21	2	5		2			3	12
22	3							3
23	3	2			1	1	1	8
24	1						1	2
25	1						1	2
26	3							3
27	2				1	1	5	9
28	1							1
29	4						2	6
30	1						2	3
31	1							1
32								0
75	3			1				4
TOTAL	103	14	3	5	5	2	45	177

NUMBER OF INCIDENTS IN ALL DISTRICTS

MONTH NOVEMBER 1973

DISTRICT NUMBER	ASSAULT	ROBBERY	NARCOTIC	SEX OFFENSE	WEAPON POSSESSION	TRESPASS	OTHER	TOTAL
1	8						1	9
2	1	2	1		1	3	5	13
3	13					1	3	17
4	4						6	10
5							2	2
6	2					5	3	10
7							3	3
8	5							5
9	7	1				1		9
10							2	2
11	2					1	4	7
12	8						1	9
13	5	2					1	8
14	3						2	5
15	4		2				5	11
16	6						3	9
17	3					1	1	5
18	3	2						5
19	11			1			2	14
20	3	1				2	4	10
21	5			1	2	1	2	11
22	1	1					1	3
23	2	1		1	1		1	6
24	1	1				1		3
25	1						4	5
26	1	1					2	4
27	6	1					8	15
28	5				1		4	10
29	1		1				2	4
30	2							2
31	3			1		1	5	10
32	5	1					2	8
75	6						1	7
TOTAL	127	14	4	4	5	17	80	251

NUMBER OF INCIDENTS IN ALL DISTRICTS

MONTH DECEMBER 1973

DISTRICT NUMBER	ASSAULT	ROBBERY	NARCOTIC	SEX OFFENSE	WEAPON POSSESSION	TRESPASS	OTHER	TOTAL
1	2	1					5	8
2	5					1	4	10
3	9						4	13
4	1						1	2
5							2	2
6								0
7	2				1	1	2	6
8	1					1	3	5
9	5	1					2	8
10	1						2	3
11	9	1				2	2	14
12	1						1	2
13	2							2
14	3					2	2	7
15	3						2	5
16	1						1	2
17	5				1	1	3	10
18	4							4
19	5	1			2	1	4	13
20	2			1			11	14
21	5	3			1		2	11
22	1						1	2
23	5						1	6
24	1						2	3
25	1						1	2
26	4						4	4
27	5				1	1	5	12
28	4				1	12	2	8
29	5	1					3	9
30	1					1	5	7
31	2						1	3
32	2						2	4
75	5					1		6
TOTAL	102	8	0	1	7	13	76	207

NUMBER OF INCIDENTS IN ALL DISTRICTS

MONTH January 1974

DISTRICT NUMBER	ASSAULT	ROBBERY	NARCOTIC	SEX OFFENSE	WEAPON POSSESSION	TRESPASS	OTHER	TOTAL
1							6	6
2						4	7	11
3	3						9	11
4	2					1		3
5	1			1		1	5	8
6	1							1
7	1					1	2	4
8	3	1					4	8
9	1						5	6
10							4	4
11	3	1				4	5	13
12	1						4	5
13	5						8	13
14	1						5	6
15							4	4
16							1	1
17					1		6	7
18		1				1	3	5
19	4	1					13	18
20	3						4	8
21	1	1			1		15	23
22		1					4	5
23	4						8	12
24	1				1		2	4
25	2				1		5	8
26		1					3	4
27	2						11	13
28	1			3	1		17	22
29	2						2	4
30	2						2	4
31						1	8	9
32							2	2
75							2	2
TOTAL	44	7	-	4	5	13	180	253

NUMBER OF INCIDENTS IN ALL DISTRICTS

MONTH February 1974

DISTRICT NUMBER	ASSAULT	ROBBERY	NARCOTIC	SEX OFFENSE	WEAPON POSSESSION	TRESPASS	OTHER	TOTAL
1	3					1	5	9
2	4	2					5	11
3	1						6	7
4	1							1
5	1					1		2
6	2					6	2	10
7	1			2			4	7
8	6						3	9
9	3	1			1		9	14
10	3			1		1	3	8
11				1		3	7	11
12	3		1				3	7
13	2				1	2	5	10
14	2	1						3
15							1	1
16	1						2	3
17	5		1				1	7
18	1					2	1	4
19	3	2	1				7	13
20	1		1			1	5	8
21	6	2	1		1	1	7	18
22				1		1		2
23	5						2	7
24	2						2	4
25						1	2	3
26		1					1	2
27	4			1	1	1	10	17
28	1	1			1		11	14
29	4						4	8
30	1		1				3	5
31	3						3	6
32							1	1
75	2						1	3
TOTAL	71	10	6	6	5	21	116	235

NUMBER OF INCIDENTS IN ALL DISTRICTS

MONTH March 1974

DISTRICT NUMBER	ASSAULT	ROBBERY	NARCOTIC	SEX OFFENSE	WEAPON POSSESSION	TRESPASS	OTHER	TOTAL
1	2			2			2	6
2	3	1				1	8	13
3	10			1	1		2	14
4	4		3	1			2	10
5	1	1	1				2	5
6	2				1	6	4	13
7	3					1	6	10
8		2			2		4	8
9	9				1		11	21
10	3						4	7
11	5	2	3			4	13	27
12	11						7	18
13	3	1					4	8
14	6	5					3	14
15	6						7	13
16	5	1					2	8
17	6						4	10
18	3						4	7
19	12		1			1	9	23
20	2					2	11	15
21	6	1	1		2	2	7	19
22			1				4	5
23	10	1		1			8	20
24	2						5	7
25	2			2			7	11
26	2						1	14
27	5			2		1	5	13
28	14	2				3	8	27
29	3				1		7	11
30	3					1	4	8
31	2				1	2		5
32			2			2	2	6
75	3		1					4
TOTAL	148	17	13	9	9	27	177	400

NUMBER OF INCIDENTS IN ALL DISTRICTS

MONTH APRIL 1974

DISTRICT NUMBER	ASSAULT	ROBBERY	NARCOTIC	SEX OFFENSE	WEAPON POSSESSION	TRESPASS	OTHER	TOTAL
1	3						1	4
2	3						7	10
3	3						1	4
4	3						1	4
5	1						3	4
6	9		1			7	3	20
7	3					2	2	7
8	2						5	7
9	2					1	3	6
10	2						1	3
11	2					1	7	10
12	9			1	1		3	14
13	2						2	4
14	1						3	4
15	2							2
16								0
17	1	1		1			3	6
18	2	1				1	2	6
19	5					2	10	17
20						2	4	6
21	2						10	12
22	1				1		3	5
23	6			1	1	1	5	14
24								0
25						1	1	2
26	1						4	5
27							1	1
28	1	1					1	3
29	2						4	6
30					1		4	5
31	1					1	2	4
32	1							1
75	2						2	4
TOTAL	73	3	1	3	4	18	98	200

NUMBER OF INCIDENTS IN ALL DISTRICTS

MONTH MAY 1974

DISTRICT NUMBER	ASSAULT	ROBBERY	NARCOTIC	SEX OFFENSE	WEAPON POSSESSION	TRESPASS	OTHER	TOTAL
1	2						7	9
2	3	1					2	6
3	12						3	15
4		1					3	4
5	11	1						12
6	2		1		1	3	5	12
7	3		1				4	8
8	5				1	1	5	12
9	8					1	9	18
10	2			1			2	5
11	4	1				2	6	13
12	11				1	4	8	24
13	5	1					3	9
14	6	1				1	4	12
15	1		1				5	7
16	4	1					1	6
17	5	1	1				3	10
18	1	1						2
19	15	1					11	26
20	2					1	4	7
21	7		1	1		1	5	15
22					1		2	3
23	10	1					10	21
24	5				1		1	7
25	1		2				3	6
26	4						2	6
27	6			1	2	1	11	21
28	4	2			2	1	3	12
29	12						2	14
30	3					1	5	9
31	2				1		3	6
32	4			1				5
75	5				1		1	7
TOTAL	165	13	7	4	11	17	132	349

NUMBER OF INCIDENTS IN ALL DISTRICTS

MONTH JUNE

DISTRICT NUMBER	ASSAULT	ROBBERY	NARCOTIC	SEX OFFENSE	WEAPON POSSESSION	TRESPASS	OTHER	TOTAL
1	5				1		1	7
2	2						2	4
3	4		1				5	10
4	4				1		1	6
5	5							5
6	7					2	5	14
7							5	5
8	7	1				2	1	12
9	5				1		3	9
10	1						4	5
11	10	1					5	16
12	4					1	8	13
13	5			1			2	8
14	4	1						5
15	2						3	5
16	6	1					1	8
17	3						2	5
18		1						1
19	13						5	18
20	2							2
21	5		1				4	10
22	2						2	4
23	10			1		2	7	20
24	2						3	5
25	3	1					3	7
26	3	2					3	8
27	3			1			4	8
28	4				1		3	8
29	1						3	4
30	3						5	8
31	3						4	7
32	2				2	1	1	6
75	2							2
OTAL	133	8	2	3	6	8	95	255

LOCATION OF ASSAULTS SCHOOL YEAR 1973-1974

LOCATION	BY INTRUDERS				BY NON-INTRUDERS				BY UNIDENTIFIED PERSONS				TOTALS			
VICTIM *	S	T	O	TOTAL	S	T	O	TOTAL	S	T	O	TOTAL	S	T	O	TOTAL
HALL	17	16	15	48	120	125	51	296	6	2	2	10	143	143	68	354
CLASS ROOM	15	28	2	45	177	328	37	542	1	6	0	7	193	362	39	594
CAFETERIA	6	8	3	17	38	38	16	92	3	1	0	4	47	47	19	113
GYM	6	7	1	14	8	13	10	31	0	0	0	0	14	20	11	45
YARD	47	20	2	69	98	29	11	138	12	4	0	16	157	53	13	223
ENTRANCE	6	7	9	22	24	22	13	59	0	1	0	1	30	30	22	82
STAIR	10	8	9	27	23	20	8	51	1	0	0	1	34	28	17	79
LAVATORY	4	5	0	9	9	2	2	13	0	0	0	0	13	7	2	22
LKR. ROOM	1	4	0	5	8	5	1	14	1	0	0	1	10	9	1	20
LOBBY	2	5	0	7	8	10	0	18	0	0	0	0	10	15	0	25
AUDITORIUM	0	4	0	4	7	7	3	17	0	0	0	0	7	11	3	21
TOTALS	114	112	41	267	520	599	152	1271	24	15	2	40	658	725	195	1578

* STUDENTS, TEACHERS, OTHERS

INJURY REPORT
STUDENT SERVICE OFFICERS

36 INJURY SUSTAINED FROM DIRECT ATTACK ON S.S.O.

5 INJURY SUSTAINED WHILE INTERVENING OR PREVENTING A DISPUTE,FIGHT,or CRIMINAL ACT.

___ ACCIDENT

Extent of Injuries

27 NO TREATMENT

1 SCHOOL FIRST AID

6 HOSPITAL TREATMENT

2 HOSPITALIZED

7 UNREPORTED

8 PERSONAL PHYSICIAN

Action taken re: perpetrator

15 ARRESTED

9 SUSPENDED

2 NOT APPREHENDED

8 REFERRED TO DEAN

1 Y D- 1

3 REFERRED TO P.D.

OFFICE OF SCHOOL SECURITY

Analysis & Statistical Unit
Report on School Year 1973-74

The A & S Unit prepared well for its job of collecting statistics on incidents when school opened in September. We had spent the summer putting the final touches on the Incident Report form (OSS No. 731) which was to be our main "tool" for collecting the incident information. Comprehensive, yet refined to record essential details, the form was with the printer in August, completed and distributed to the schools in early October, 1973. Special Circular No. 23, "Regulations Regarding Safety In Schools", was released by the Chancellor in October as a strong "back-up" for our task of incident collecting. The Circular explained the necessity and value of regular and accurate reporting of incidents occurring in schools with details of how this was to be done.

By the end of October the Incident Reports were arriving at the rate of 80 to 90 a week*, and continued to rise into January, 140 to 160 per week, dropping sharply in February to about 100 per week, and then rising dramatically in March, 250 to 270 per week. April saw a sharp drop, 120 to 125 per week, May a small rise, 140 to 150 per week, dropping back in June to 115 per week. At first we were puzzled by the sudden March rise, but a study of our files indicated that the March rise is evident in every set of statistics for which we have records. (See graph page of this report) Research discloses that this consistent pattern is attributed by many principals and teachers to student restlessness at this time of year, i.e. that advent of Spring weather and outdoor activities after the confinement of Winter.

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*NOTE: Approximately 8% or more of all incidents reported to us are misclassified as incidents whereas they are actually accidents. Because of this and other technical reasons a number of reported "incidents" are merely noted and filed for reference, without being entered into the daily log of incidents.

However, we believe that there are other reasons which led to this high March figure, as well as higher figures generally this current year over last year. These are some of the most important ones:

1. We have enlarged the types of incidents reported in previous years from four (Assaults, including Sex Offenses, Robbery, Bomb Threats and Fires) to eighteen. These latter types include, in addition to the previous four mentioned, Weapons Possession, Gang Fight, Narcotic, Trespass, Disturbance, Demonstration, Criminal Mischief, Harassment, Reckless Endangerment, Disorderly Conduct, Extortion, Larceny, Burglary, Sodomy, Rape Sexual Abuse, Public Lewdness.

2. The general term "Assault" has been refined into specific types: ASSAULT, HARASSMENT, DISORDERLY CONDUCT, and RECKLESS ENDANGERMENT: thus our "net" is cast wider and more accurately, with its logical reflection in our statistics.

3. Reporting is now being done by the schools on a more efficient basis with security taking its place as a "serious" problem which must be given high priority. Many schools have appointed a member of its staff to perform the special task of dealing with security, including the reporting of incidents. One obvious result is a flood of incident reports into our office everyday.

4. The incident reports are now being forwarded, not only by principals (or designated staff members), but by our own security guards, teachers and coordinators. In addition, we have a regular input of reports from the U.F.T. and Police Department.

> IN SUMMARY: The quantity and quality of reports has increased as have their sources. We have accomplished this partly by more efficient methods and partly by stimulating the schools to a greater awareness of security as a problem to be dealt with urgently. We

> urge our coordinators in the field to maintain contact with the school principals regarding their security problems, and we are in telephone conversations with schools every day concerning incidents which they either have not reported clearly, or perhaps not reported at all. They, in turn, call us often for guidance, information and advice on security.

The temptation to draw firm conclusions from a comparison between statistics of the current year and previous years must be resisted on this basis: In previous years there was no regularized, standard method of collecting the incidents from all schools. The type of incidents reports collected were a narrow few, (assault, robbery, bomb threats, fires) comparatively few schools supplied reports, and there was no special unit assigned the specific task of working out methods of analyzing them, as we now have. It must follow then, that the previous reports cannot be considered near the actual total or even comprehensive; but merely a small proportion of the total incidents occurring. While informative, they are unstable and cannot reliably be used for comparing totals of incidents with the current year. We have in this school year (1973-1974) produced a sound, comprehensive and accurate data base which will find its value in the comming year, - providing a reliable comparison for statistical study.

SALIENT POINTS OF INTEREST FROM THIS YEARS INCIDENT FIGURES:

ASSAULTS

Initially students were predominately the victims of assaults; in February there was a reversal of this trend with assaults on teachers double those against students. To the end of the school year this trend continued. This reversal was at least partly due to our reclassification of "assaults" into the more accurate divisions of Assault, Disorderly Conduct, Harassment and Reckless Endangerment. Now student "assaults" per se become minimal; the common non-serious "fights" are accurately classified as Disorderly Conduct or Harassment.

ROBBERIES

Comprising 2.2% to 3.9% of the total incidents reported during the year, students remain the dominant victims of robberies.

INTRUDERS

As they have for many years past, intruders remain a principle cause of incidents in schools. The current school year (1973-1974) discloses that intruders were responsible for 23.2% of incidents, and the trend appears to be increasing. About half of the intruders are apprehended for Trespassing, and about 3% for Weapons Possession. However, 25.3% commit crimes of Assault, 10.4% commit Robbery and 3% commit some form of sex offense.

ROLE OF THE SCHOOL GUARDS

The Incident Reports indicate that the role of school guards is becomming increasingly important to the security of schools. For example, they are stationed at entrance doors to control admission. This has had the effect of reducing intruders to a minimum; particularly important in view of the large number of incidents trespassers are responsible for.

The guards are inevitably involved in the cases of assault; they are called upon to restrain attackers, separate and protect victims, stop fights, and in many cases hold perpetrators in custody until police can arrive on the scene. Deputized guards hold the rank of special patrolman and have arrest powers similar to a city police officer; thus they can make the initial arrest if necessary.

Regularly patroling the hallways, hidden or out-of-the-way areas, lavatories, and unused rooms, are one of the most effective means of preventing incidents or nipping them in the bud.

Our figures show that the guards are by far responsible for most apprehensions of perpetrators, seizing or pursuing them after answering an alarm or call for help. In many instances guards have played a major role in aid and rescue.

Guards often serve as witnesses in the handling of incident cases both within the schools and in the public courts. Many times they are called upon to assist teachers and students in cases of illness, injury or seizure. In many instances they have provided a restraining influence when crowds of students threaten to become unruly or out of hand.

Finally, it appears more and more obvious that the very presence of guards in the schools act as a deterrant to incidents.

REPORTING OUT OUR FINDINGS

At the beginning of the school year we adopted a basic procedure to best present the results of our study of the reported incidents. That procedure consisted of the DAILY LOG (of incidents reported) being utilized as a receptacle for recording all actual incidents received for that day. Except for omissions in the reports which could be rectified by a phone call to the school, we accepted the incident reports literally, - "as is". Thus the Daily Log became the "raw material" source, subject to changes as further facts emerged. This logically leads to the MONTHLY REPORT, which, though based on the Daily Log, is refined to include necessary alterations and amendments to the reported incidents.

With two pages of Supplementary Information ("Weapons Used", "Injuries to School Security Officers", "Analysis of Assaults" and "Incidents Caused by Intruders") the MONTHLY REPORT has become our prime report for general distribution. It is the reliable and accurate source of information on incidents occurring in the schools of the City of New York.

SPECIAL REPORTS

We have been called upon regularly to supply reports on individual security matters based on our Incident Report data. Requests have come from a wide variety of offices and individuals, including the Chancellor,other officers of the Board of Education, State Senators, City Council members,the Mayor's Office, two Federal Washington bureaus, the City Police, City Planning Commission, various study groups, etc. etc. Below is a representative listing of some of the reports we have prepared this past school year:

"Study of Crimes Committed with Handguns"
"Analysis of Crimes Committed in Lavatories" (in Schools)
"Crimes Committed in Schools by Intruders", an analysis
"Study of Robberies Against Different Types of Individuals"
"Sex Offenses" (Breakdown of Type, Victim, Perpetrator)
"Study of Crimes By Type of School, District & Neighborhood"
"Types of Offenses Against Teachers, Students & Others"
"Attacks Against School Guards" (Number Injured, etc., by whom)

PLANS FOR THE FUTURE

With the benefit the experience of an entire year of study provides, we have developed some future plans. If effectuated, we believe they will aid us in our tasks and contribute substantially to the security in the schools.*

1. The issuance on some regular basis of a specially designed memorandum to the school principals on the subject of security; containing guidelines, information and advice.
2. Recording all our incidents in E.D.P. in order to provide printouts on each school. Distribution would by made to such groups as the Police, Schools and ancillary authorities.

NOTE: We have already revised and now have available for the 1974-1975 school year a new version of the Incident Report (No.00S 731a) which, as its major amendment carries a complete "Definitions of Incidents". This should help with accuracy of reporting by indicating what constitutes incidents and their proper categories.

BOARD OF EDUCATION
City of New York

TOTAL
INCIDENTS REPORTED
School Year
1973-74

	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	TOTALS
ASSAULT											
on Student	25	101	126	90	36	29	61	43	80	67	658
on Teacher	18	67	94	83	33	59	128	64	100	79	725
on Others	2	24	48	23	12	8	23	10	28	17	195
TOTALS	45	192	268	196	81	96	212	117	208	163	[redacted]
ROBBERY											
of Student	6	25	19	14	12	15	15	8	16	16	146
of Teacher	1	5	2	3	1	1	9	1	5	3	31
of Others	2	2	3	0	0	0	1	1	3	1	13
TOTALS	9	32	24	17	13	16	25	10	24	20	[redacted]
NARCOTIC	5	12	12	16	14	15	45	20	23	13	175
WEAPONS POSSESSION	3	8	12	17	13	12	22	13	16	9	[redacted]
GANG FIGHT	0	1	4	0	0	0	0	0	0	0	5
TRESPASS	6	15	50	61	66	55	129	79	78	20	559
DEMONSTRATION	2	4	3	0	2	0	4	1	0	0	16
DISTURBANCE	2	32	39	36	11	7	13	8	9	17	174
CRIMINAL MISCHIEF	-	-	-	-	7	13	6	2	10	3	41
DISORDERLY CONDUCT	-	-	-	-	39	49	69	41	59	35	292
LARCENY											
personal property	0	12	20	45	42	16	54	26	25	34	[redacted]
other	0	2	0	9	10	2	25	9	17	1	75
TOTALS	0	14	20	54	52	18	79	35	42	35	[redacted]
FIRE	2	16	31	30	46	24	45	31	37	23	[redacted]
BOMB THREAT	10	45	62	54	90	41	60	50	58	37	[redacted]
EXTORTION	0	0	0	0	1	0	0	0	1	0	2
RECKLESS ENDANGERMENT	0	0	0	0	6	0	15	12	11	16	[redacted]
HARASSMENT	-	-	-	24	95	66	67	35	47	25	[redacted]
SEX OFFENSE											
Sexual Abuse	0	5	2	1	4	6	7	3	7	3	[redacted]
Rape	0	0	2	0	0	0	3*	0	0	0	[redacted]
Sodomy	0	0	1	0	1	0	3	0	0	0	[redacted]
Public Lewdness+	0	0	0	0	0	2	0	0	0	0	2
MISCELLANEOUS											
BOYCOTT	2	0	0	0	0	0	0	0	0	0	2
THREATENING Letters	0	0	0	0	2	0	0	0	0	0	2
ATTEMPTED SUICIDE	0	0	0	0	2	0	0	0	0	0	2
ATTEMPTED MURDER	0	0	0	0	0	0	1	0	0	0	[redacted]
STREAKING	0	0	0	0	0	0	0	0	1	0	1
TOTALS	86	376	530	506	545	420	805	457	631	419	4,775

(+Includes indecent exposure)

*Includes 2 alleged rapes

REPORTED INCIDENTS 1972-1973

	SEPT.	OCT.	NOV.	DEC.	JAN.	FEB.	MAR.	APR.	MAY	JUNE	TOTAL
ASSAULTS											
TEACHERS	19	76	56	46	62	40	48	28	58	63	496
STUDENTS	45	68	84	39	61	27	88	26	63	76	577
OTHERS	3	7	15	17	12	13	18	5	15	10	115
TOTAL ASSAULTS	67	151	155	102	135	80	154	59	136	149	1,188
ROBBERIES											
TEACHERS	36	16	9	20	5	9	3	7	5	2	112
STUDENTS	5	26	45	33	14	5	10	3	13	4	158
OTHERS	0	0	0	0	0	0	1	2	0	0	3
TOTAL ROBBERIES	41	42	54	53	19	14	14	12	18	6	273
NARCOTICS -TOTAL	4	57	33	21	29	20	38	6	8	8	224
OTHERS - TOTAL	51	110	109	183	46	43	48	64	133	78	870
TOTAL ALL CATEGORIES	163	360	351	364	229	157	254	141	295	241	2,555

DISPOSITION OF INCIDENTS
SCHOOL YEAR
1973-1974

	SEPT.	OCT.	NOV.	DEC.	JAN.	FEB.	MAR.	APR.	MAY	JUNE	TOTAL	% OF TOTAL
ARRESTS	13	47	71	61	61	61	153	53	79	36	635	32.9
SUSPENSION	1	20	59	52	64	69	102	65	88	43	563	29.2
TRANSFER			2		4	3	7	2	2	3	23	1.2
SUMMONS	2	1	2	3	5	3	14	12	7	6	55	2.8
YD CARD	2	5	20	24	29	23	38	24	38	17	220	11.4
REFERRED TO DEAN		27	30	26	16	8	34	15	20	10	186	9.6
REFERRED TO POLICE DEPT.		44	23	20	14	11	39	25	15	58	249	12.9
	18	144	207	187	193	178	387	196	249	173	1,931	100.0

INCIDENTS ANALYZED BY BOROUGH

School Year
1973-1974

	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	TOTAL	%
HIGH SCHOOL												
Manhattan	4	41	28	48	41	39	85	44	52	25	407	8.5
Bronx	7	41	65	91	79	45	104	93	80	37	642	13.4
Brooklyn	13	62	75	62	74	56	99	59	67	60	627	13.1
Queens	16	50	92	92	85	46	113	53	74	36	657	13.8
Richmond	3	5	19	6	12	2	11	8	9	7	82	1.7
	43	199	279	299	291	188	412	257	282	165	2,415	50.5
DISTRICT												
Manhattan	12	44	66	37	44	41	63	46	65	48	466	9.8
Bronx	6	32	40	38	36	54	93	47	80	60	486	10.2
Brooklyn	18	72	94	81	107	79	146	77	123	92	889	18.6
Queens	6	27	46	47	58	53	36	26	75	47	471	9.9
Richmond	1	2	5	4	9	5	5	4	6	7	48	1.0
	43	177	251	207	254	232	333	200	349	254	2,360	49.5
TOTALS												
Manhattan	16	85	94	85	85	80	148	90	117	73	873	18.3
Bronx	13	73	105	129	115	99	197	140	160	97	1,128	23.6
Brooklyn	31	134	16	143	181	135	245	136	190	152	1,516	31.7
Queens	22	77	138	139	143	99	199	79	149	83	1,128	23.7
Richmond	3	7	24	10	21	7	16	12	15	14	130	2.7
	86	376	530	506	545	420	805	457	613	419	4,775	100.0

"INCIDENTS CAUSED BY INTRUDERS"

FROM REPORTED INCIDENTS
School Year 1973-74

INCIDENT		SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	TOTALS
ASSAULT	totals	10	36	55	33	10	31	37	16	14	25	267
Against	Student	4	19	24	13	6	8	13	4	7	16	114
"	Teacher	6	13	22	13	1	17	17	11	6	6	112
"	Other	0	4	9	7	3	6	7	1	1	3	41
ROBBERY	totals	4	18	13	9	9	10	17	10	7	18	115
Against	Student	2	14	10	6	9	9	10	8	4	11	83
	Teacher	1	3	1	3	0	1	6	1	2	5	23
	Other	1	1	2	0	0	0	1	1	1	2	9
SEX OFFENSES	totals	0	4	4	0	4	6	6	1	0	1	26
Against	Student	0	3	4	0	2	6	4	1	0	1	21
"	Teacher	0	1	0	0	2	0	2	0	0	0	5
"	Other	0	0	0	0	0	0	0	0	0	0	0
GANG FIGHT		0	1	1	0	0	0	0	0	0	0	2
TRESPASSING		6	14	47	51	60	53	127	78	6	69	511
NARCOTIC		0	2	2	2	1	3	6	1	0	3	20
WEAPONS POSSESSION		0	3	0	5	3	5	7	2	0	2	27
DISTURBANCE		2	14	12	8	1	1	0	2	5	3	48
DEMONSTRATION		2	0	0	0	1	0	1	0	0	0	4
TOTALS		24	92	134	108	89	109	201	110	32	121	1,020

LOCATION OF
ROBBERIES
SCHOOL YEAR
1973-1974

		BY INTRUDERS				BY NON-INTRUDERS				BY UNIDENTIFIED PERSONS				TOTALS			
	VICTIM *	S	T	O	TOTAL	S	T	O	TOTAL	S	T	O	TOTAL	S	T	O	TOTAL
LOCATION	HALL	20	4	3	27	15	1	0	16	9	1	0	10	44	6	3	53
	CLASS ROOM	4	13	0	17	6	3	0	9	0	1	0	1	10	17	0	27
	CAFETERIA	1	1	1	3	2	0	0	2	2	0	0	2	5	1	1	7
	GYM	2	0	0	2	0	0	0	0	0	0	0	0	2	0	0	2
	YARD	38	5	3	46	10	1	0	11	5	0	2	7	53	6	5	64
	ENTRANCE	7	0	2	9	0	0	0	0	4	0	0	4	11	0	2	13
	STAIR	9	0	0	9	2	1	0	3	0	0	1	1	11	1	1	13
	LAVATORY	2	0	0	2	4	0	0	4	0	0	0	0	6	0	0	6
	LKR. ROOM	0	0	0	0	3	0	0	3	0	0	0	0	3	0	0	3
	LOBBY	0	0	1	1	1	0	0	1	0	0	0	0	1	0	1	2
	TOTAL	83	23	10	116	43	6	0	49	20	2	3	25	146	31	13	190

* STUDENTS, TEACHERS, OTHERS

LOCATION OF ASSAULTS
SCHOOL YEAR
1973-1974

	BY INTRUDERS				BY NON-INTRUDERS				BY UNIDENTIFIED PERSONS				TOTALS			
LOCATION / VICTIM *	S	T	O	TOTAL	S	T	O	TOTAL	S	T	O	TOTAL	S	T	O	TOTAL
HALL	17	16	15	48	120	125	51	296	6	2	2	10	143	143	68	354
CLASS ROOM	15	28	2	45	177	328	37	542	1	6	0	7	193	362	39	594
CAFETERIA	6	8	3	17	38	38	16	92	3	1	0	4	47	47	19	113
GYM	6	7	1	14	8	13	10	31	0	0	0	0	14	20	11	45
YARD	47	20	2	69	98	29	11	138	12	4	0	16	157	53	13	223
ENTRANCE	6	7	9	22	24	22	13	59	0	1	0	1	30	30	22	82
STAIR	10	8	9	27	23	20	8	51	1	0	0	1	34	28	17	79
LAVATORY	4	5	0	9	9	2	2	13	0	0	0	0	13	7	2	22
LKR. ROOM	1	4	0	5	8	5	1	14	1	0	0	1	10	9	1	20
LOBBY	2	5	0	7	8	10	0	18	0	0	0	0	10	15	0	25
AUDITORIUM	0	4	0	4	7	7	3	17	0	0	0	0	7	11	3	21
TOTALS	114	112	41	267	520	599	152	1271	24	15	2	40	658	725	195	1578

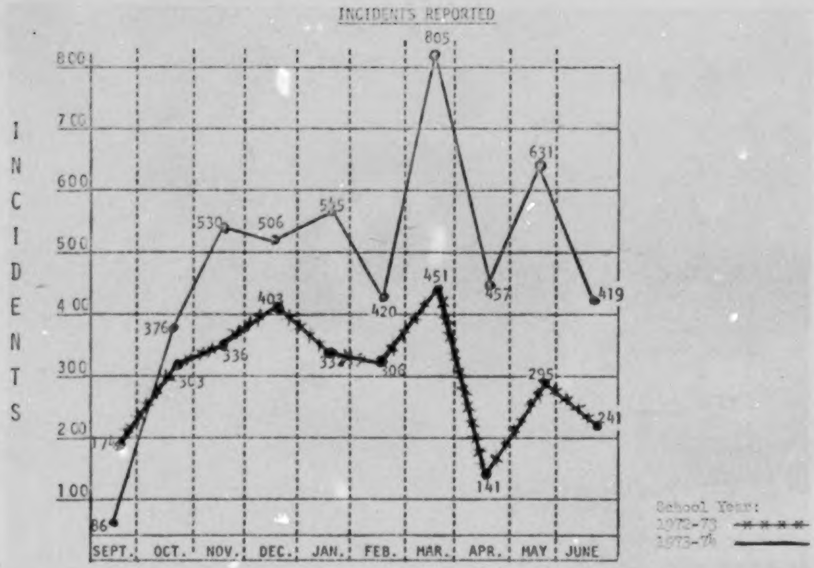
* STUDENTS, TEACHERS, OTHERS

LOCATION OF SEX OFFENSES
SCHOOL YEAR
1973-1974

	INTRUDERS			NON-INTRUDERS					
VICTIM*	S	T	TOTAL	S	T	TOTAL	S	T	TOTAL
ELEMENTARY									
HALL	1	1	2			0	1	1	2
STAIR	2	1	3			0	2	1	3
YARD	4	1	5	1		1	5	1	6
AUDITORIUM			0			0			0
ROOM			0			0			0
EXIT			0	1		1	1		1
BASEMENT	1		1			0	1		1
LAVATORY	3		3	3		3	6		6
ENTRANCE		1	1			0		1	1
	11	4	15	5	—	5	16	4	20
J.H.S.									
HALL	2		2	2		2	4		4
STAIR	1		1	1		1	2		2
YARD	2		2	2		2	4		4
AUDITORIUM			0	1		1	1		1
ROOM			0	1	2	3	1	2	3
	5	—	5	7	2	9	12	2	14
HIGH SCHOOL									
HALL	3	1	4	1	1	2	4	2	6
STAIR	2		2			0	2		2
YARD									
AUDITORIUM									
ROOM									
BASEMENT	1		1	1		1	2		2
LAVATORY									
	6	1	7	2	1	3	8	2	10
ALL SCHOOLS COMBINED	INTRUDERS			NON-INTRUDERS			TOTAL		
	S	T	TOTAL	S	T	TOTAL	S	T	TOTAL
HALL	6	2	8	3	1	4	9	3	12
STAIR	5	1	6	1			6	1	7
YARD	6	1	7	3		3	9	1	10
AUDITORIUM				1		1	1		1
ROOM				1	2	3	1	2	3
EXIT				1		1	1		1
BASEMENT	2		2	1		1	3		3
LAVATORY	3		3	3		3	6		6
ENTRANCE		1	1					1	1
	22	5	27	14	1	16	36	8	44
TOTALS	22	5	27	14	3	17	36	8	44

* STUDENTS, TEACHERS

ANALYSIS & STATISTICS UNIT
OFFICE OF SCHOOL SECURITY
BOARD OF EDUCATION


INCIDENTS REPORTED
INCIDENTS
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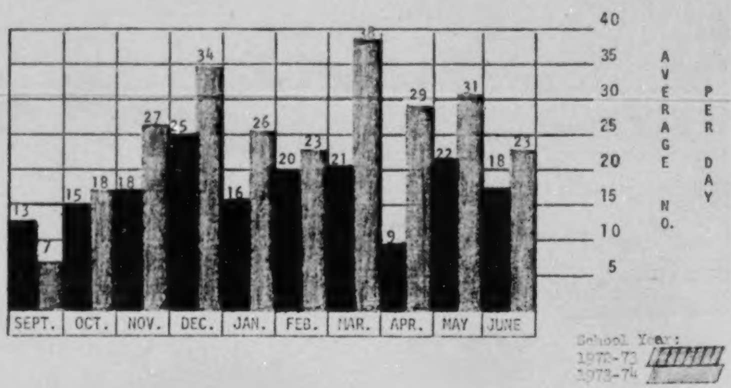
School Year:
1972-73 ××××
1973-74 ——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AVERAGE NO. PER DAY
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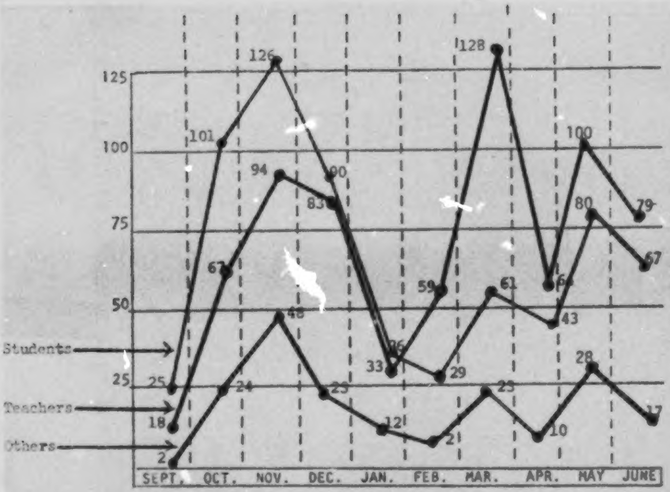
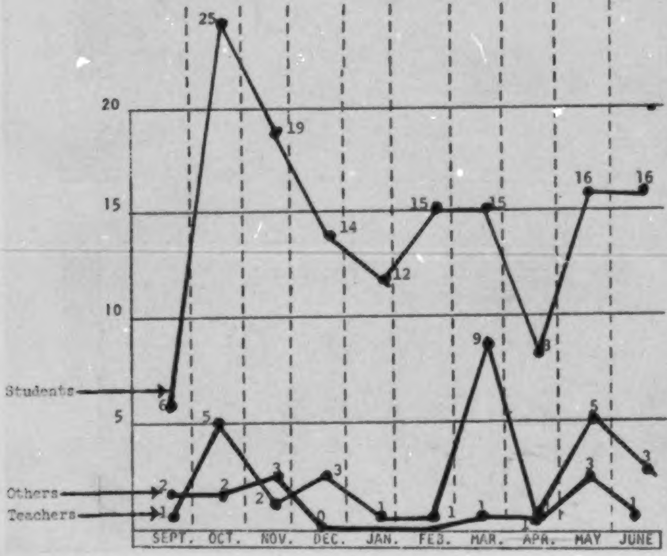
School Year:
1972-73
1973-74



REPORTED ASSAULTS
Sept. 1973-
June 1974



REPORTED ROBBERIES
Sept. 1973-
June 1974

BOARD OF EDUCATION OF THE CITY OF NEW YORK 110 Livingston St., Brooklyn, New York 11201

OFFICE OF SCHOOL SECURITY

District No ________ (1 2)

Boro ________ (3)

School Name or No (4 6) ________

Date of Report ________

INCIDENT REPORT

SCHOOL PHONE

DATE & TIME OF INCIDENT:

Date ________ Time ________ (29 33) ☐ AM ☐ PM

DIRECTIONS: Report immediately all school-related (in school buildings, grounds, or at school-sponsored affairs away from school) **incidents of ANY IMPORTANCE WHATEVER. This includes all violent or dangerous behavior, breaches of discipline, disturbances and any activity which involves an interruption of the educational process. NOTE: ANY UNUSUAL INCIDENT OR ONE WHICH MIGHT ATTRACT PUBLICITY SHOULD BE TELEPHONED TO THE OFFICE OF SCHOOL SECURITY AT ONCE.**

(SEE DEFINITIONS ON REVERSE SIDE)

VICTIM OR COMPLAINANT Name (Last) ________ (7 19) (First) ________ (20) ☐ Male ☐ Female (21 26) Date of Birth ________

ADDRESS ________ BORO ________ Apt ____ Phone ________

STATUS: (27) ☐ STUDENT (Class & School) ________

☐ STAFF (Job) ________

☐ OTHER (Specify) ________

LOCATION OF INCIDENT: Be specific: Stair, Hall, Class Room, Lunch Room, etc. (28) ________

TYPE OF INCIDENT (40 41)

☐ ASSAULT ☐ HARASSMENT ☐ DISORDERLY CONDUCT ☐ ROBBERY ☐ SEX OFFENSE ☐ WEAPONS POSSESSION ☐ GANG FIGHT

☐ NARCOTIC ☐ BOMB THREAT ☐ TRESPASS ☐ DISTURBANCE ☐ DEMONSTRATION ☐ FIRE ☐ OTHER ________

DESCRIPTION OF INCIDENT ________

DISPOSITION OF INCIDENT AT TIME OF REPORT (46)

☐ ARREST P.D. (A) ☐ ARREST GUARD (B) ☐ SUSPENSION (C)

☐ YD 1 (D) ☐ OTHER (E) ________

EXTENT OF INJURIES: ☐ Refused Med. Attn. ☐ Treated at Scene

☐ Hospital Treat ☐ Hospitalized ☐ Minor ☐ Personal Physician

Name of Hospital ________ ☐ Other (Specify) ________

NOTIFICATION TO: (Parent, Guardian, etc.: Name & Phone) ________

INTRUDER (42) ☐ Yes ☐ No

TYPE OF WEAPON (44) ________

CHARGE (43) ☐ Misdemeanor ☐ Felony Other (45) ________

TYPE OF NARCOTIC if any ________

WITNESS (name, address & phone) ________

NOTE: Statements of witnesses should be prepared on plain paper and attached.

POLICE RESPONDING (Name, Rank, Shield, Command) ________

ARRESTING GUARD OR POLICE OFFICER ________

ALLEGED PERPETRATOR (47 59)

Name ________ Birth Date (60 65) ________

Address ________ Apt ____

Phone ________ ☐ Male (66) ☐ Female ☐ Married ☐ Single (67) Color of Eyes ________

Occupation (68 69) ________

Employed? (70) ☐ Yes ☐ No If so where ________

School ________ Room No or class ________

NOTIFICATION TO PARENT/GUARDIAN

Name ________ Phone ________

Address ________

ALLEGED PERPETRATOR (71 83)

Name ________ Birth Date (84 89) ________

Address ________ Apt ____

Phone ________ ☐ Male (90) ☐ Female ☐ Married ☐ Single (91) Color of Eyes ________

Occupation (92 93) ________

Employed? (94) ☐ Yes ☐ No If so where ________

School ________ Room No or class ________

NOTIFICATION TO PARENT/GUARDIAN

Name ________ Phone ________

Address ________

THIS REPORT PREPARED BY:

NAME ________ TITLE ________

PRINCIPAL

FORM OSS 731a
25 3100 00 3 (200) Boxes (7 73)

COPY TO OFFICE OF SCHOOL SECURITY

DEFINITIONS OF INCIDENTS

ASSAULT

The intentional causing of physical injury (impairment of physical condition or substantial pain) to another person, with or without a weapon or dangerous instrument. Increases in degree with seriousness of injury or weapon/instrument used.

HARASSMENT

Intentionally striking, shoving or kicking another, or subjecting him to physical contact, or threatening to do the same (without physical injury). ALSO, using abusive or obscene language, following a person in or about a public place, or engaging in a course of conduct which alarms or seriously annoys another person.

DISORDERLY CONDUCT

Intentionally causing public inconvenience, annoyance or alarm or recklessly creating a risk thereof by fighting (without injury) or in violent tumultuous or threatening behavior or making unreasonable noise, shouting abuse, misbehaving, disturbing an assembly or meeting of persons or creating hazardous conditions by an act which serves no legitimate purpose.

RECKLESS ENDANGERMENT

Subjecting one or many individuals to danger, such as brandishing a knife or weapon or explosive, or recklessly engaging in conduct which creates a substantial risk of serious physical injury.

DISTURBANCE

Non dangerous activity by one or more people against good order or causing an interruption of the educational process. For example, disturbing a classroom by shouting into it or rattling a door, or pushing into a group or crowd of people without any legitimate reason.

ROBBERY

Forcible stealing of another's property by use of or threat of immediate use of physical force. (Victim is present and aware of theft.)

LARCENY

Wrongfully taking, depriving or withholding property from another (no force involved).
Victim may or may not be present.

EXTORTION

Obtaining property by threat of future harm, that is, taking or obtaining property, regardless of nature or value, by instilling in the victim a fear that the perpetrator or another person will cause physical injury to some person in the future, or cause damage to property. KEY WORD: FUTURE threat.

BURGLARY

Knowingly entering or remaining unlawfully in a building with intent to commit a crime therein. (Usually accomplished in a locked room or building outside hours of regular occupancy.)

SEX OFFENSE

RAPE: Sexual intercourse without consent.
SODOMY: Committed as in Rape with deviant sexual act being committed.
SEXUAL ABUSE: Subjecting another to sexual contact without consent.
PUBLIC LEWDNESS: Exposure of sexual organs to others.

WEAPONS POSSESSION

Having on a person: Firearms, gravity knife, switchblade, cane sword, chuka stick, dagger, bludgeon (blunt instrument) blackjack, billy club, metal knuckles, explosives or fire bomb. (NOTE: Persons under 16 possessing any of above OR airgun, spring gun, or a dangerous knife is adjudged a juvenile delinquent.)

GANG FIGHT

A fight between a group of one gang against a group of another gang within a school or on school grounds.

NARCOTIC

Using or having on a person any of the prohibited drug substances (or equipment for using), including marijuana.

BOMB THREAT

A telephoned or written message that a bomb or some similar explosive has been or will be placed within the premises of a school.

TRESPASS

Knowingly entering or remaining unlawfully in or upon a school, not having any legitimate reason nor permission from anyone authorized to grant same.

BOARD OF EDUCATION OF THE CITY OF NEW YORK
DIVISION OF SCHOOL BUILDINGS
OFFICE OF PLANT OPERATION AND MAINTENANCE
BUREAU OF PLANT OPERATION

INTEROFFICE COMMUNICATION

April 4, 1975

TO: Chancellor's Office
Attention: Ms. Bass

FROM: Mr. Raymond G. Hudson

SUBJECT: Vandalism Reports

As requested by you I am forwarding Vandalism Reports covering the calendar years 1971, 1972, 1973, 1974. The overall cost estimate for glass breakage, unlawful entries and fires were:

1971	$3,691,616
1972	4,814,484
1973	3,812,096
1974	4,092,914

It is interesting to note that recent newspaper articles indicated an increase in the national crime rate for 1974 of 8 or 9% and our vandalism increased 7%.

RAYMOND G. HUDSON
Director
Bureau of Plant Operation

RGH:NS
Enclosure
cc: Mr. R.J. Martin
Vandalism File

BOARD OF EDUCATION OF THE CITY OF NEW YORK
OFFICE OF SCHOOL BUILDINGS
DIVISION OF MAINTENANCE AND OPERATION
BUREAU OF PLANT OPERATION

January 1973

VANDALISM REPLACEMENT COSTS

	1971			1972		
DISTRICT	PANES GLASS	UNLAWFUL ENTRIES	FIRES	PANES GLASS	UNLAWFUL ENTRIES	FIRES
MANHATTAN						
1	5,280	(66)$ 38,506	(3)$ 2,810	5,215	(66)$ 36,896	(6)$ 1,350
2	4,136	(60) 27,070	(6) 2,555	5,776	(50) 19,733	(11) 18,225
3	5,836	(93) 47,188	(5) 2,549	4,511	(82) 53,786	(9) 1,910
4	5,190	(142) 59,007	(14) 4,465	3,614	(102) 95,364	(8) 9,000
5	4,600	(218) 141,692	(6) 5,393	5,701	(184) 83,250	(6) 1,075
6	6,774	(55) 30,249	(6) 3,615	5,009	(66) 35,246	(9) 825
High Schools	6,235	(81) 57,086	(18) 14,565	4,253	(44) 26,656	(23) 19,505
Special Schools	1,117	(33) 36,827	(3) 1,750	1,414	(39) 43,187	(1) - - -
Administration Building	34	- - - - - -	- - - - - -	59	- - - - - - -	- - - - - -
MANHATTAN TOTALS	39,203	(748)$438,525	(51)$ 37,702	34,559	(610)$395,425	(73)$ 51,446
BRONX						
7	8,482	(275)$145,488	(11)$ 2,776	8,264	(252)$114,486	(12)$364,873
8	9,735	(153) 80,869	(6) 7,408	10,916	(157) 110,202	(12) 13,911
9	12,982	(141) 76,540	(11) 7,225	14,780	(140) 58,163	(8) 7,398
10	7,265	(109) 44,300	(6) 3,485	7,680	(96) 33,423	(6) 17,825
11	6,152	(29) 6,615	(7) 43,148	6,488	(44) 21,768	(8) 276,863
12	10,570	(317) 171,100	(17) 184,909	10,910	(222) 85,216	(15) 8,899
High Schools	7,627	(107) 61,732	(3) 420	7,155	(86) 48,683	(5) 155,414
Special Schools	547	(3) 1,619	(1) 2,515	159	(7) 4,429	- - - - - -
Administration Building	11	- - - - - - -	- - - - - -	- - -	- - - - - - -	- - - - - -
BRONX TOTALS	63,238	(1143)$587,618	(62)$251,886	66,852	(997)$471,391	(66)$845,183

BROOKLYN

	1971			1972		
DISTRICT	PANES GLASS	UNLAWFUL ENTRIES	FIRES	PANES GLASS	UNLAWFUL ENTRIES	FIRES
13	6,003	(184)$ 64,744	(5)$ 337	4,809	(89)$ 25,002	(16)$ 6,237
14	6,889	(155) 76,737	(8) 940	5,679	(136) 42,294	(44) 33,037
15	6,385	(69) 27,580	- - - - - -	5,674	(84) 40,075	(2) 630
16	6,900	(156) 75,991	(4) 2,437	7,088	(117) 42,938	(16) 326
17	4,792	(114) 54,271	(2) 550	5,868	(144) 35,015	(7) 6,135
18	4,151	(48) 17,732	(6) 3,707	4,751	(36) 12,278	(2) 325
19	8,694	(166) 79,954	(10) 4,765	6,050	(145) 68,630	(55) 20,260
20	10,218	(58) 22,050	(3) 386	9,885	(93) 34,065	(4) 1,530
21	9,229	(85) 31,603	(3) 120	6,313	(82) 38,618	(3) 1,750
22	5,813	(68) 42,650	(2) 513	5,391	(41) 20,648	(2) 879
23	5,467	(154) 88,282	(18) 15,642	3,644	(103) 26,762	(11) 7,450
High Schools	10,177	(145) 178,648	(13) 7,303	10,357	(180) 77,409	(13) 5,921
Special Schools	1,063	(18) 6,845	(2) 3,000	211	(8) 2,825	- - - - - -
Administration Building	48	(10) 2,595	- - - - - -	215	(9) 7,105	- - - - - -
BROOKLYN TOTALS	85,829	(1429)$769,684	(71)$ 70,700	74,027	(1280)$482,524	(174)$ 83,899

QUEENS

24	5,609	(35)$ 16,204	(1)$ 10	4,294	(29)$ 7,722	(3)$ 367
25	4,349	(40) 12,819	- - - - - -	3,894	(45) 19,826	- - - - - -
26	5,421	(46) 17,301	(1) 2,500	3,404	(23) 5,718	- - - - - -
27	6,936	(82) 23,799	(1) 45	5,012	(48) 15,616	(4) 1,645
28	9,270	(77) 38,686	(3) 20,700	7,596	(48) 19,800	(3) 625
29	8,673	(76) 24,712	(4) 2,080	7,803	(69) 31,782	(5) 458
30	5,314	(69) 22,966	(8) 3,393	4,735	(36) 13,265	(5) 2,949
High Schools	5,963	(83) 51,533	(10) 8,121	5,276	(73) 43,377	(3) 993
Special Schools	442	(9) 2,727	- - - - - -	358	(13) 3,089	- - - - - -
Administration Building	184	(1) 1,862	- - - - - -	166	(3) 1,077	- - - - - -
QUEENS TOTALS	52,212	(518)$212,609	(28)$ 36,849	42,323	(391)$164,671	(23)$ 7,037

RICHMOND

DISTRICT	1971 PANES GLASS	 UNLAWFUL ENTRIES	 FIRES	1972 PANES GLASS	 UNLAWFUL ENTRIES	 FIRES
31	5,957	(58)$ 24,828	(2)$ 2,500	6,343	(82)$ 44,194	------
High Schools	1,838	(24) 14,227	------	1,889	(19) 6,879	(2)$ 200
Special Schools	16	(3) 900	------	----	(1) 75	------
Administration Buildings	3	(3) 2,110	------	19	--------	------
RICHMOND TOTALS	7,814	(88) 42,065	(2)$ 2,500	8,395	(102)$ 51,148	(2)$ 200
TOTALS	248,296	(3926)	(214)$399,637	226,156	(3380)	(339)$988,415
	$1,241,480*	$2,050,499		$2,261,560**	$1,565,159	

GRAND TOTAL 1971 $3,691,616.

GRAND TOTAL 1972 $4,814,484.

*COST ESTIMATED AT $5 PER PANE
**COST ESTIMATED AT $10 PER PANE

THE ABOVE COSTS DO NOT INCLUDE MINOR ITEMS THAT ARE DIFFICULT TO ACCOUNT SUCH AS DEFACING DESKS, WALLS, ETC., BREAKING FURNITURE OR FIXTURES, AND MANY OTHER SMALL ITEMS.

LY/RGH:MS

BOARD OF EDUCATION OF THE CITY OF NEW YORK
DIVISION OF SCHOOL BUILDINGS
OFFICE OF PLANT OPERATION AND MAINTENANCE
BUREAU OF PLANT OPERATION

JANUARY 1974

VANDALISM REPLACEMENT COSTS

MANHATTAN

	1972			1973		
DISTRICT	PANES GLASS	UNLAWFUL ENTRIES	FIRES	PANES GLASS	UNLAWFUL ENTRIES	FIRES
1	5,215	(66)$ 36,896	(6)$ 1,350	4,897	(39)$ 32,924	(6)$ 120
2	5,776	(50) 19,733	(11) 18,225	3,689	(38) 15,634	(10) 180
3	4,511	(82) 53,786	(9) 1,910	4,079	(91) 46,042	(2) 1,910
4	3,614	(102) 95,364	(8) 9,000	3,196	(118) 37,400	(8) 57,858
5	5,701	(184) 83,250	(6) 1,075	4,548	(119) 44,949	(7) 1,175
6	5,009	(66) 35,246	(9) 825	3,884	(60) 25,968	(1) 400
High Schools	4,253	(44) 26,656	(23) 19,505	4,920	(39) 26,744	(14) 38,336
Special Schools	812	(29) 43,187	(1)- - - -	430	(4) 1,095	(2) 10,200
Administration Building	688	- - - - - - - -	- - - - - -	376	(12) 16,169	- - - - - - -
MANHATTAN TOTALS	35,579	(610)$395,425	(73)$ 51,446	30,019	(520)$246,925	(50)$110,179

BRONX

	1972			1973		
DISTRICT	PANES GLASS	UNLAWFUL ENTRIES	FIRES	PANES GLASS	UNLAWFUL ENTRIES	FIRES
7	8,264	(252)$114,486	(12)$364,873	5,826	(235)$ 99,208	(10)$ 36,424
8	10,916	(157) 110,202	(12) 13,911	8,711	(134) 75,279	(14) 19,880
9	14,780	(140) 58,163	(8) 7,398	9,614	(193) 87,484	(7) 8,008
10	7,680	(96) 33,423	(6) 17,825	6,520	(96) 41,294	(19) 82,980
11	6,263	(44) 21,768	(8) 276,863	[illegible]	(41) 30,475	
12	10,910	(222) 85,216	(15) 8,899	9,255	(167) 102,095	(15) 91,751
High Schools	7,155	(86) 48,683	(5) 155,424	6,882	(75) 14,128	(6) 7,712
Special Schools	159	(7) 4,429	- - - - - - - -	99	(7) 4,005	- - - - - - - -
Administration Building	- - - -	- - - - - - - -	- - - - - - - -	- - - -	- - - - - - - -	- - - - - - - -
BRONX TOTALS	66,127	(997)$471,391	(66)$845,183	52,121	(948)$489,668	(71)$246,755

BROOKLYN

	1972			1973		
DISTRICT	PANES GLASS	UNLAWFUL ENTRIES	FIRES	PANES GLASS	UNLAWFUL ENTRIES	FIRES
13	4,809	(89)$ 25,002	(16)$ 6,237	3,1[illegible]	(104)$ 40,671	(14)$ 5,595
14	6,182	(136) 42,294	(44) 33,037	5,996	(96) 53,278	(6) 3,875
15	5,674	(84) 40,075	(2) 630	4,557	(54) [illegible]	(1)- - - -
16	3,837	(62) 42,938	(16) 326	3,225	(68) 38,743	(3) 120
17	5,868	(144) 35,015	(7) 6,135	4,827	(118) 61,043	(2) 3,400
18	4,751	(36) 12,278	(2) 325	4,798	(32) 8,116	(1) 900
19	5,709	(140) 68,630	(55) 6,712	5,793	(96) 32,123	(11) 6,712
20	9,145	(88) 34,065	(5) 2,673	7,542	(54) 20,969	(5) 2,673
21	6,313	(82) 38,618	(3) 665	6,208	(56) 20,855	(3) 655
22	5,391	(41) 20,648	(2) 879	6,334	(48) 17,940	(3) 350
23	3,644	(103) 26,762	(11) 745	3,634	(44) 14,002	(6) 14,200
32	3,075	(33) 13,[illegible]	(45)- - - -	2,542	(64) 21,905	(19) 6,674
41	- - - -	- - - - - - - -	- - - - - - - -	8	(1) 611	(1) 250
High Schools	10,357	(180) 77,409	(13) 5,921	10,358	(123) 106,619	(18) 28,537
Special Schools	211	(8) 2,825	- - - - - - - -	225	- - - - - - - -	- - - - - - - -
Administration Building	215	(9) 7,105	- - - - - - - -	174	(4) 3,168	(2) 6,000
BROOKLYN TOTALS	74,027	(1280)$482,524	(174)$ [illegible],899	69,599	(964)$47[illegible]	(95)$ 79,941

QUEENS

	1972			1973		
DISTRICT	PANES GLASS	UNLAWFUL ENTRIES	FIRES	PANES GLASS	UNLAWFUL ENTRIES	FIRES
24	4,294	(29)$ 7,722	(3)$ 367	4,028	(41)$ 28,609	(2)$ 1,115
25	3,894	(45) 19,826	- - - - - - - -	3,119	(30) 12,222	- - - - - - - -
26	3,404	(23) 5,718	- - - - - - - -	3,367	(36) 10,[illegible]	-
27	5,012	(48) 15,616	(4) 1,645	3,951	(57) 20,361	(3) 2,729
28	7,596	(48) 19,800	(3) 625	6,038	(31) 11,096	(5) 2,010
29	7,803	(69) 31,782	(5) 458	4,990	([illegible]) [illegible],227	(2) 2,893
30	4,735	(36) 13,265	(5) [illegible]	4,165	(17) 2,124	- - - - - - - -
High Schools	5,276	([illegible]) [illegible],377	(3) 993	5,068	(58) 41,923	([illegible]) [illegible],050
Special Schools	398	(13) 3,089	- - - - - - - -	265	(4) 922	- - - - - - - -
Administration Building	126	[illegible]	- - - - - - - -	288	(13) 6,04[illegible]	- - - - -
QUEENS TOTAL	42,323	(387)$161,272	(23)$ 7,037	35,579	(352)$[illegible]	(14)$ 10,[illegible]

RICHMOND

	1972			1973		
DISTRICT	PANES GLASS	UNLAWFUL ENTRIES	FIRES	PANES GLASS	UNLAWFUL ENTRIES	FIRES
31	6,343	(82)$ 44,194	- - - - - - - -	5,975	(51)$ 19,582	(1)$ 400
High Schools	1,889	(19) 6,879	(2)$ 200	1,680	(14) 6,307	- - - - - - -
Special Schools	- - - -	(1) 75	- - - - - - - -	183	(14) 3,589	- - - - - - -
Administration Buildings	19	- - - - - - - -	- - - - - - - -	51	(3) 4,740	- - - - - - -
RICHMOND TOTALS	8,395	(102)$ 51,148	(2)$ 200	7,889	(82)$ 34,424	(1)$ 400
TOTALS	226,156	(3380)	(339)$988,415	195,207	(2866)	(231)$448,072
	$2,261,560*	$1,565,159		$1,952,070*	$1,411,954	

GRAND TOTAL 1972 $4,814,484

GRAND TOTAL 1973 $3,812,096

*COST ESTIMATED AT $10 PER PANE

THE ABOVE COSTS DO NOT INCLUDE MINOR ITEMS THAT ARE DIFFICULT TO ACCOUNT SUCH AS DEFACING DESKS, WALLS, ETC., BREAKING FURNITURE OR FIXTURES, AND MANY OTHER SMALL ITEMS.

LT/RGH:NS

BOARD OF EDUCATION OF THE CITY OF NEW YORK
DIVISION OF SCHOOL BUILDINGS
OFFICE OF PLANT OPERATION AND MAINTENANCE
BUREAU OF PLANT OPERATION

-1-

JANUARY 1975

VANDALISM REPLACEMENT COSTS

MANHATTAN

DISTRICT	1973 PANES GLASS	1973 UNLAWFUL ENTRIES	1973 FIRES	1974 PANES GLASS	1974 UNLAWFUL ENTRIES	1974 FIRES
1	4,897	(39) $ 32,924	(6) $ 120	3,615	(54) $ 51,647	(3) $ 3,100
2	3,689	(38) 15,634	(10) 180	3,160	(30) 13,496	(22) 915
3	4,079	(91) 46,042	(2) 1,910	3,692	(97) 42,900	(3) 550
4	3,196	(118) 37,400	(8) 57,858	2,512	(105) 29,149	(4) 14,119
5	4,548	(119) 44,949	(7) 1,175	3,724	(61) 44,662	(3) 3,005
6	3,884	(60) 25,968	(1) 400	4,869	(50) 31,073	(6) ---
High Schools	4,920	(39) 26,744	(14) 38,336	4,417	(22) 18,331	(5) 13,652
Special Schools	430	(4) 1,095	(2) 10,200	574	(14) 5,225	(1) 200
Administration Building	376	(12) 16,169	- - - - - - -	155	(9) 14,515	- - - - - - -
MANHATTAN TOTALS	30,019	(520) $246,925	(50) $110,179	26,718	(442) $250,998	(47) $35,541

BRONX

DISTRICT	1973 PANES GLASS	1973 UNLAWFUL ENTRIES	1973 FIRES	1974 PANES GLASS	1974 UNLAWFUL ENTRIES	1974 FIRES
7	5,826	(235) $ 99,208	(10) $ 36,424	5,091	(118) $101,436	(2) $ 2,515
8	8,711	(134) 75,279	(14) 19,880	8,523	(117) 55,745	(4) 1,456
9	9,614	(193) 87,484	(7) 8,008	9,740	(152) 88,750	(3) 2,495
10	6,520	(96) 41,294	(19) 82,980	6,960	(107) 47,062	(5) 3,377
11	5,214	(41) 30,175	- - - - - - - -	5,416	(89) 36,125	(3) 9,688
12	9,255	(167) 108,095	(15) 91,751	9,148	(104) 55,878	(5) 4,948
High Schools	6,882	(75) 44,128	(6) 7,712	7,285	(117) 82,921	(2) 18,236
Special Schools	99	(7) 4,005	- - - - - - - -	167	(2) 492	- - - - - - -
Administration Building	- - -	- - - - - - - - -	- - - - - - - -	- - -	- - - - - - - - -	- - - - - - -
BRONX TOTALS	52,121	(948) $489,668	(71) $246,755	52,330	(806) $468,409	(24) $42,715

DISTRICT	1973			1974		
	PANES GLASS	UNLAWFUL ENTRIES	FIRES	PANES GLASS	UNLAWFUL ENTRIES	FIRES
13	3,462	(104) $ 40,871	(14) $ 5,595	4,005	(91) $ 56,895	(12) $70,815
14	5,996	(96) 53,278	(6) 3,875	7,070	(150) 63,312	(7) 570
15	4,557	(54) 32,993	(1) - - - -	4,587	(64) 40,174	(3) 4,818
16	3,225	(68) 38,743	(3) 120	2,784	(72) 34,743	(2) 950
17	4,827	(118) 61,043	(2) 3,400	4,380	(92) 57,970	- - - - - - -
18	4,798	(32) 8,116	(1) 900	4,888	(46) 24,095	(4) 13,600
19	5,793	(96) 32,123	(11) 6,712	5,105	(172) 107,702	(5) 1,525
20	7,542	(54) 20,969	(5) 2,673	9,193	(70) 33,167	(12) 31,799
21	6,208	(56) 20,855	(3) 655	7,792	(59) 34,583	(9) 13,108
22	6,334	(48) 17,940	(3) 350	6,447	(79) 38,629	(5) 540
23	3,634	(44) 14,002	(6) 14,200	1,812	(56) 64,220	(4) 270
32	2,542	(64) 21,905	(19) 6,674	3,179	(97) 50,070	(11) 12,525
41	8	(1) 611	(1) 250	20	(3) 1,576	- - - - - - -
High Schools	10,358	(123) 106,619	(18) 28,537	12,143	(129) 106,516	(10) 1,760
Special Schools	225	- - - - - - - -	- - - - - - -	245	(16) 7,953	- - - - - - -
Administration Building	174	(4) 3,168	(2) 6,000	117	(6) 4,920	- - - - - - -
BROOKLYN TOTALS	69,599	(964) $472,236	(95) $ 79,941	73,767	(1,202) $726,525	(84)$152,280

QUEENS

DISTRICT	1973			1974		
	PANES GLASS	UNLAWFUL ENTRIES	FIRES	PANES GLASS	UNLAWFUL ENTRIES	FIRES
24	4,028	(41) $ 28,609	(2) $ 1,115	4,372	(23) $ 8,717	- - - - - - -
25	3,119	(30) 12,222	- - - - - - - -	3,215	(42) 22,899	(4) $ 4,882
26	3,667	(36) 10,254	- - - - - - - -	3,818	(27) 13,639	(1) 9,350
27	3,951	(57) 20,361	(3) 2,729	4,685	(74) 40,719	(4) 810
28	6,038	(31) 11,096	(5) 2,010	6,022	(80) 38,616	(1) 500
29	4,990	(65) 34,227	(2) 2,893	4,979	(59) 39,789	- - - - - - -
30	4,165	(17) 2,124	- - - - - - - -	5,289	(28) 9,955	(4) 37,770
High Schools	5,068	(58) 41,923	(2) 2,050	8,515	(80) 52,750	(1) 668
Special Schools	265	(4) 922	- - - - - - - -	367	(5) 1,443	- - - - - - -
Administration Building	288	(13) 6,963	- - - - - - - -	272	(5) 2,704	- - - - - - -
QUEENS TOTAL	35,579	(352) $168,701	(14) $ 10,797	41,534	(423) $231,231	(15) $53,980

DISTRICT	1973 PANES GLASS	1973 UNLAWFUL ENTRIES	1973 FIRES	1974 PANES GLASS	1974 UNLAWFUL ENTRIES	1974 FIRES
31	5,975	(51) $ 19,582	(1) $ 400	7,358	(88) $ 42,046	(2) $33,377
High Schools	1,680	(14) 6,307	- - - - - - - -	2,179	(24) 13,329	- - - - - - - -
Special Schools	183	(14) 3,589	- - - - - - - -	147	(16) 1,473	- - - - - - - -
Administration Buildings	51	(3) 4,946	- - - - - - - -	6	(4) 620	- - - - - - - -
RICHMOND TOTALS	7,889	(82) $ 34,424	(1) $ 400	9,690	(132) $ 57,468	(2) $33,377
TOTALS	195,207	(2866)	(231) $448,072	204,039	(3005)	(172)$317,893
	$1,952,070*	$1,411,954		$2,040,390*	$1,734,631	

GRAND TOTAL 1973 $3,812,096

GRAND TOTAL 1974 $4,092,914

* COST ESTIMATED AT $10 PER PANE

THE ABOVE COSTS DO NOT INCLUDE MINOR ITEMS THAT ARE DIFFICULT TO ACCOUNT SUCH AS DEFACING DESKS, WALLS, ETC., BREAKING FURNITURE OR FIXTURES, AND MANY OTHER SMALL ITEMS.

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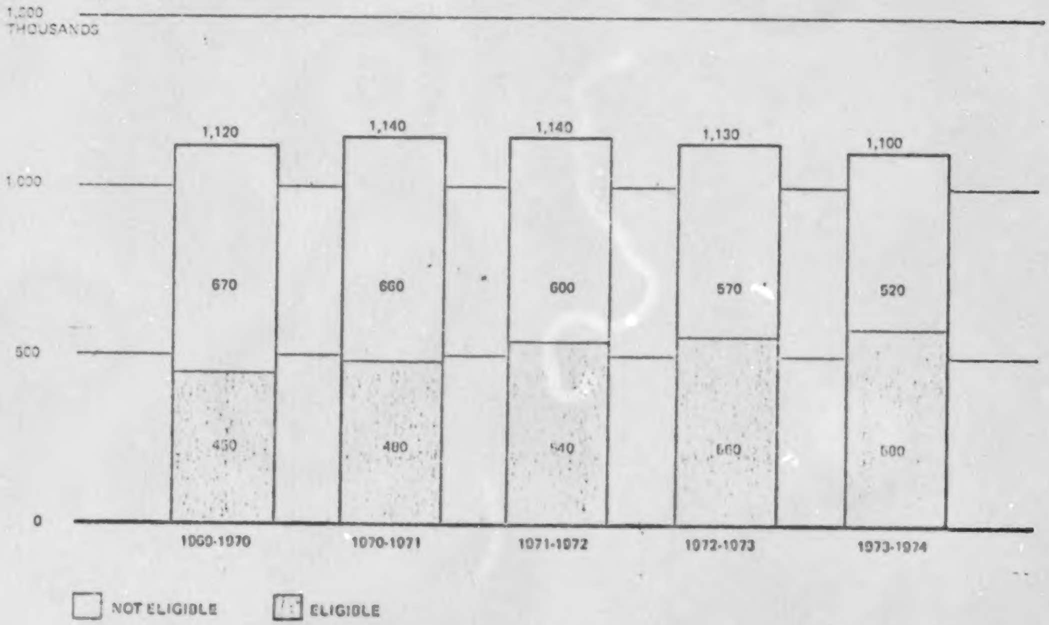
NEW YORK CITY CRIME RATES FOR VIOLENT CRIMES*
(Offenses known to the Police per 100,000 Population)

Year	N.Y.C. Rate	U.S.A. Rate
1960	242	160
1965	345	198
1968	1,062	296
1969	1,129	325
1970	1,380	361
1971	1,611	393
1972	1,525	398
1973	1,483	414

SOURCE: U.S. Federal Bureau of Investigation, Uniform Crime Reports for the United States, 1973.

*Violent crimes consist of Murder and Nonnegligent Manslaughter, Forcible Rape, Robbery, and Aggraviated Assault.

STUDENTS ELIGIBLE FOR TITLE I ASSISTANCE



SOURCE: COMPENDIUM OF ESEA TITLE I PROGRAMS

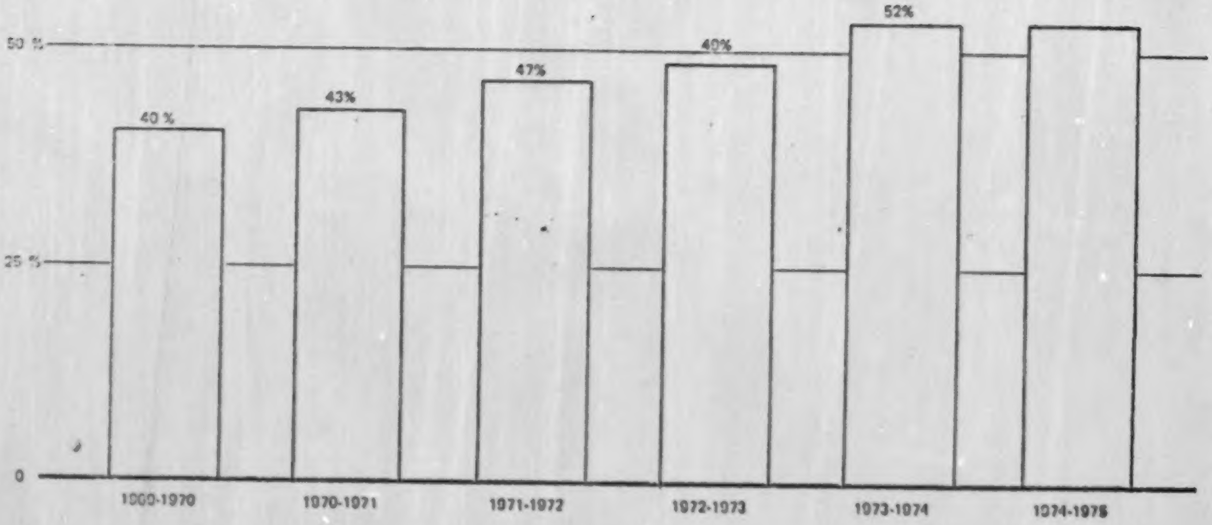
STUDENTS ELIGIBLE FOR TITLE I ASSISTANCE

1. THE NUMBER OF ECONOMICALLY DISADVANTAGED STUDENTS ELIGIBLE FOR COMPENSATORY EDUCATIONAL ASSISTANCE UNDER TITLE I OF THE FEDERAL ELEMENTARY AND SECONDARY EDUCATION ACT HAS RISEN 130,000 IN FIVE YEARS, UP 29%.

2. THE CONTRACT WITH THE UNITED FEDERATION OF TEACHERS MANDATES MORE INSTRUCTIONAL RESOURCES FOR SPECIAL SERVICE (TITLE I) SCHOOLS THAN FOR NON-SPECIAL SERVICE SCHOOLS.

   - SPECIAL SERVICE SCHOOLS RECEIVE 14% MORE INSTRUCTIONAL RESOURCES THAN NON-SPECIAL SERVICE SCHOOLS.

PERCENT OF STUDENTS ELIGIBLE FOR TITLE I ASSISTANCE



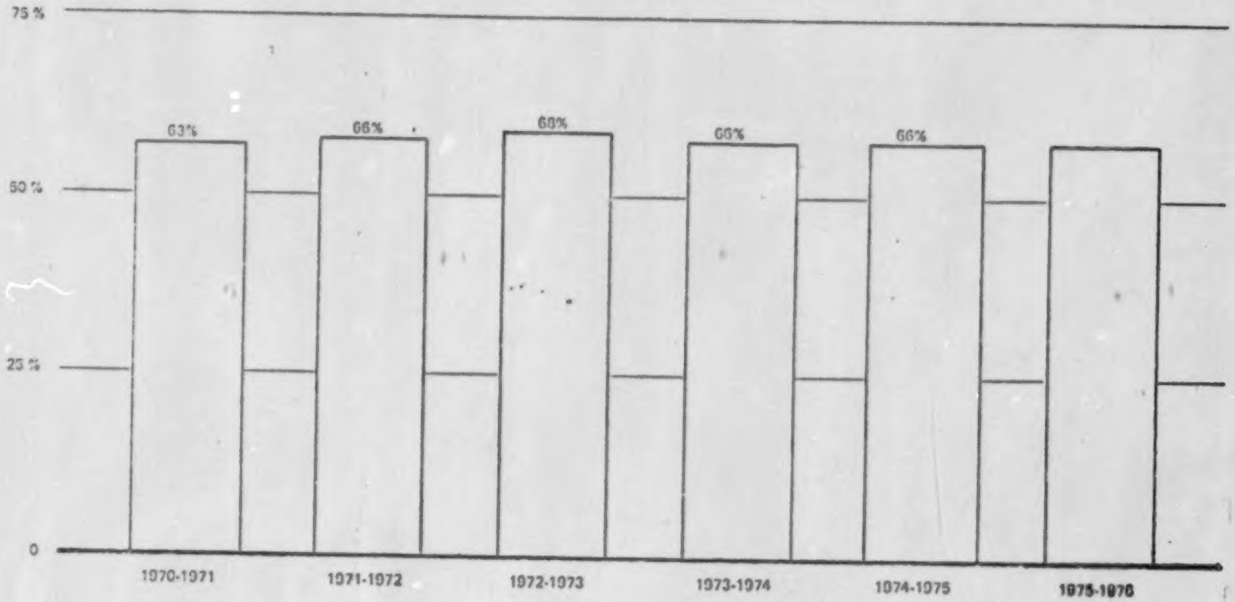
SOURCE: COMPENDIUM OF ESEA TITLE I PROGRAMS

PERCENT OF STUDENTS ELIGIBLE FOR TITLE I ASSISTANCE

1. MORE THAN HALF OF THE STUDENTS ENROLLED IN NEW YORK CITY PUBLIC SCHOOLS ARE ELIGIBLE FOR TITLE I ASSISTANCE.

2. THE GROWING PROPORTION OF TITLE I ELIGIBLE STUDENTS MEANS THAT MORE EDUCATIONAL RESOURCES PER STUDENT ARE REQUIRED JUST TO MAINTAIN LEVELS OF SERVICES AND TO MEET THE GREATER EDUCATIONAL NEEDS OF THE STUDENTS.
    - THE EXTRA INSTRUCTIONAL RESOURCES ARE MANDATED BY THE CONTRACT WITH THE UNITED FEDERATION OF TEACHERS.

PERCENT OF PUPILS READING BELOW THEIR GRADE LEVEL



PERCENT OF PUPILS READING BELOW THEIR GRADE LEVEL

1. EVERY APRIL, STUDENTS IN GRADES 2 THROUGH 9 TAKE THE METROPOLITAN ACHIEVEMENT TESTS (MAT) TO DETERMINE THEIR READING AND MATHEMATICAL ABILITIES.
   - THE TEST SCORES ARE MEASURED AGAINST NATIONAL NORMS FOR EACH GRADE LEVEL.

2. TWO-THIRDS OF THE STUDENTS ATTENDING PUBLIC SCHOOLS ARE READING BELOW THE NORM FOR THEIR GRADE LEVEL.
   - THE PROPORTION OF STUDENTS READING BELOW THEIR GRADE LEVEL INCREASED FROM 1970 TO 1972.
   - IN 1973 AND 1974, THE DECLINE IN READING ABILITY WAS HALTED.

3. THE RANGE OF READING ACHIEVEMENT AMONG SCHOOLS IS 20% TO 98% BELOW GRADE.

PART 2—SUPPLEMENTAL REPORTS

[Extract from a Report on Conflict and Violence in California's High Schools: California State Department of Education, 1973]

CHAPTER 2

THE NATURE AND EXTENT OF CONFLICT AND VIOLENCE IN CALIFORNIA'S HIGH SCHOOLS

The public is often led to believe that conflict and violent are prevalent throughout the school districts of the state. Student violence is seen as rampant in the schools, exhibiting itself in acts of crime and vandalism to murder. In its examination of conflict and violence in the high schools of the state, the Task Force on the Resolution of Conflict found many different types and forms of disruptive behavior. Violence, the most extreme form of conflict, does exist but to a much lesser degree than anticipated.

When violence erupts on the campus, the safety of students, teachers, and administrators has to be the major concern. The laws of the state that govern crimes in the general community also apply to the schools. Students who bring and use weapons on campus must be judged by the law. Schools may not become sanctuaries for law breakers. On the other hand, schools also must recognize that students have rights and are entitled to the protection of "due process" at all times.

GENERAL CONCLUSIONS REGARDING NATURE AND EXTENT OF CONFLICT

Although most acute in the inner city, campus disorder and violence exist throughout the state.

Disruptions on campus stemming from student activism appear to have subsided in recent years.

School conflict is not associated with any single racial or ethnic group of students.

Vandalism is the most widespread type of campus conflict in terms of frequency and expense.

TYPES OF CONFLICT IDENTIFIED BY TASK FORCE

Four general types of conflict were identified by the Task Force from the information it collected. Although the categories overlap, they are helpful in summarizing and interpreting the large and varied body of information gathered by the Task Force. They are as follows:

7. *Situational conflict.*—Disruption and violence associated with specific local issues such as student regulations, dress codes, student organizations, and sports events.

2. *Intergroup conflict.*—Discord related to discrimination, exclusion, and denial; disputes among student of different ethnic orgins; and other conflict associated with the alienation of minorities.

3. *Student activism.*—Organized demonstrations and protests (antiwar demonstrations, reaction to the assassination of national figures), often political in nature.

4. *Crime.*—Assaults, theft, possession or sale of drugs, vandalism, and similar offenses.

SITUATIONAL CONFLICT IN THE SCHOOLS

Situational conflict was found to be associated with the unique rules, regulations, and issues of each school.

Situational conflict is usually related to local, school-related issues, such as regulations affecting dress and appearance, smoking on campus, lunch hour freedom, or disciplinary practices. In addition, disputes associated with curriculum revision (black studies and Chicano studies programs) are a common type of situational conflict.

In comparison with *other forms* of disruption, situational conflict appears to attract the least public concern. Of the 35 newspaper stories that discussed the nature of school conflicts, only two mentioned situational conflict. Similarly although the Task Force found that the inflammation of these localized issues can often result in the disruption of school programs, the cancellation of special events and the closing of schools, school officials do not keep useful and accurate records of the occurrence of situational conflict.

One of the studies analyzed by the Task Force provided some interesting information in the issues involved in situational conflict (*National Association of Secondary School Principals Bulletin 1971*). The results of a 1970 national survey conducted by the National Association of Secondary School Principals indicated that in 356 schools that reported conflict, student dress and appearance codes emerged as the most frequently mentioned "primary issue" in all-white schools (regardless of their socioeconomic status.)[1] Mention of dress and appearance codes as a primary issue in conflicts was also comparatively high among schools with mixed ethnic populations although "curriculum content" (black studies and so forth) issues were of more concern in schools with a larger minority population. The study also indicated that situational conflicts frequently result in modifying school regulations and in opening new channels of communication between students and staff.

THE NATURE AND EXTENT OF INTERGROUP CONFLICT

Much of school violence tends to be interracial and ethnic in nature.

Interracial conflict erupts most frequently in urban areas.

One of the more serious concerns facing our schools today is the frequency of intergroup conflict on the high school campus. Associated with the long history of discrimination, exclusion, denial, and alienation of minority citizens and their children, this form of school conflict often manifests itself in disputes among students of different ethnic or racial origins as well as in discord among the more general school community.

The findings of the Task Force indicate that school conflict and violence are often associated with intergroup tension. The attitude survey, for example, showed that nearly 80 percent of all respondents agreed that "friction between various racial and/or ethnic groups contributes to violence." Somewhat fewer respondents agreed with the statement that "much of school violence tends to be interracial and/or ethnic in nature" (see Table II-1).

TABLE II-1.—RESPONSES CONCERNING INFLUENCE OF INTERRACIAL OR ETHNIC FACTORS ON VIOLENCE

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	361	54	46
Teacher	172	78	22
Administrator counselor	150	65	35
Community member	219	58	42

Note: Task force statement: Much of school violence tends to be interracial and/or ethnic in nature.

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[1] "Student Activism and Conflict," *National Association of Secondary School Principals Bulletin*, LV (January 1971), 70-89.

The Bureau of Intergroup Relations' 1970 report, *Intergroup Conflict in California Secondary Schools*, also noted that 15 or 16 separate incidents occurring at selected schools were basically ethnic in nature.[2] Many of these conflicts involved situational or student activist problems as well; for example, the anonymous circulation of an anti-black circular which led to a boycott of classes, a presentation of demands and some interracial fighting, and a student walkout followed by some fighting and the presentation of demands that a white principal be removed.

The report of the study cited earlier from the *National Association of Secondary School Principals Bulletin*, 1971, showed that the schools with the greatest incidence of student-student confrontations and student-faculty confrontations were schools with multiracial pupil populations serving low socioeconomic status communities.[3] The same study showed that although the frequency of student-student confrontations and student-faculty confrontations was highest in schools that had a mixture of black and white students, these confrontations were less frequent in schools with a predominantly black enrollment. The results of the mail survey of California schools conducted by the Task Force also revealed that the number of intergroup or ethnic conflicts was significantly higher in urban schools than in rural schools.

NATURE AND EXTENT OF STUDENT ACTIVISM

Conflicts arising as a result of student activism seem to have reached their peak between 1968 and 1970 and now appear to have declined in frequency.

Student activism is distinguished by its relatively high degree of organization and leadership and by its connection to political events both outside and inside the school. Its form of expression has included a variety of civil disorders, but the student strike is the most frequent form of activist conflict. Because activist conflicts are generally related to issues and political developments in the larger society, administrators are likely to have difficulty anticipating this type of conflict. However, indications are that student activist conflict, although very significant a few years ago, has declined in importance.

Of 44 documents from the literature related to the nature of the problem of conflict, the Task Force found nine that dealt with student activism. It is interesting to note that six of the nine were written between 1968 and 1970. Nearly all stressed that student activism can be desirable when addressed to constructive objectives. A nationwide survey of 670 schools conducted in 1970 by the National Association of Secondary School Principals provided important information on the nature of student activism-related conflict. The survey found that less than half of the schools reporting (43 percent) said that the confrontations had produced disruptions of instruction for as long as half a day. It also reported a slightly higher incidence of student strikes than of protest marches as a public expression of the conflict.[4]

THE NATURE AND EXTENT OF CRIME IN THE SCHOOLS

The incidence of crime on school campuses has been increasing in recent years.

Vandalism is the most widespread type of crime facing schools in terms of both frequency and expense.

Gang activity is a campus problem in a few concentrated areas.

The Increase of Crime in the Schools

Of all the types of conflict studied by the Task Force, crime seemed to attract the greatest public concern. Every relevant source of information studied by the

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[2] *Intergroup Conflict in California Secondary Schools*. Prepared by the Bureau of Intergroup Relations. Sacramento: California State Department of Education, 1970.

[3] "Student Activism and Conflict."

[4] "Student Activism and Conflict."

Task Force indicated that general crime is a serious problem showing an unmistakable increase in the schools of the state. Vandalism in particular appeared to the Task Force to be a serious problem for most schools. Indications were that it was increasing in frequency although the rate of increase did not appear to be as great for vandalism as for some other types of school crimes.

The results of the Task Force's mail survey provided information on the incidence of general crime in the high schools. The responses to this survey indicated that theft, vandalism, assaults on students, and incidents involving the unlawful use of drugs and alcohol were the most frequent crimes, averaging more than one incident each month per school and constituting the most serious educational problem. On the other hand the incidence of major crime (homicide, rape, and arson) was reported to be generally low.

The mail survey also indicated that the incidence of vandalism, fighting, and drug-alcohol offenses in schools was directly related to the size of the school. In addition the survey indicated that a relationship exists between the frequency of criminal incidents and the socioeconomic status of students: more crime occurs in schools located in low socioeconomic areas. For example, the incidence of extortion was highest in large urban schools with low achievement scores.

The literature surveyed also supplied information on the extent and nature of crime in high schools. A California State Department of Justice report on drug arrest and disposition trends for 1968–1971 noted that in the first half of 1971, a total of 20,778 juvenile drug arrests was made. The report noted the following trends: "hard drug" arrests will continue to show light numerical increases; marijuana arrests have leveled off, and it does not appear that they will increase significantly.[5]

A review of the newspaper file gave some examples of the popular images of school conflicts as described by the press. A total of 24 of the 35 newspaper articles that reported on the nature of high school conflict dealt with crime, often evoking images of "embattled school grounds where fear and lawlessness reign."

Reports from Los Angeles County between September and December of 1972 revealed that juveniles committed assaults on 122 teachers and 512 pupils in schools within the county. A special survey of 81 school districts conducted by the Office of the Los Angeles County Superintendent of Schools listed two murders on school grounds, assaults on 49 peace officers, and 200 cases of weapon possession. The Los Angeles Unified School District alone reported assaults on 60 teachers, 123 pupils, and 31 peace officers, and it reported on 83 cases of weapon possession. A summary of information gathered from approximately 60 school districts in Los Angeles County is included in Table II–2.

TABLE II-2.—CRIMES COMMITTED IN HIGH SCHOOLS IN LOS ANGELES COUNTY, JANUARY THROUGH APRIL 1972

Type	Number, by month				
	January	February	March	April	Monthly average
Murders	0	0	0	0	0
Assaults on certificated personnel	21	28	21	42	28
Assaults on classified personnel	6	13	7	8	9
Assaults on peace officers or security personnel	5	5	2	19	9
Assaults on pupils	49	104	57	85	74
Possession of weapons:					
a. Guns and knives	68	120	64	91	86
b. Bombs and explosives	6	5	9	3	6
c. Other (chains clubs, etc.)	15	29	15	27	22
Incidents of vandalism or theft	1,279	1,549	1,098	1,590	1,379

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[5] *Drug Arrests and Disposition Trends, 1968–1971.* Sacramento: California State Department of Justice, Bureau of Criminal Statistics, 1971.

Vandalism in the Schools

From all accounts, it appears that vandalism is the most frequently occurring type of disorder in schools. A 1970 U.S. Senate Subcommittee on Juvenile Delinquency study on school crimes gave some indication of the magnitude of the vandalism problem for schools. In 110 school districts throughout the country surveyed by the U.S. Senate subcommittee, vanadalism incidents increased from 186,184 in 1964 to 250,549 in 1968 (an increase of 36 percent). This figure did not include school burglaries, which increased from 7,604 in 1964 to 14,102 in 1968 (an increase of 86 percent).[6]

The costs of vandalism to schools are large. The National Education Association estimated that the annual cost of vandalism to schools in $200 million. Bernard Greenburg of the Stanford Research Institute thinks that this figure is "grossly understated." In a study by the National School Public Relations Association (National School Publications), Greenburg noted that:

> The cost figure is grossly understated because it does not include all instances of losses attributable to burglary, theft, and property damage repaired by residence maintenance staffs. Nor does the cost figure take into account costs to equip and maintain security forces and law enforcement costs to patrol and respond to calls reporting incidents. Many school districts carry theft insurance, but the costs are exceedingly high.[7]

The mail survey results indicated that in the California high schools responding, vandalism costs averaged more than $4,000 per school each year. During the fiscal year 1970–71, vandalism costs in one school district rose from the previous year's total of $19,973 to more than $74,000. A major factor in this increase was a $30,000 fire at a junior high school (*Los Angeles Times*, January 12, 1972). It has been noted that yearly expenditures due to vandalism amounted to more than $2 million for each of the school districts in Los Angeles, Oakland, and San Francisco (*Oakland Tribune*, November 21, 1972).

In Orange County 6,272 acts of vandalism occurring in a two-year period ending December, 1971, resulted in damage estimated at $776,026. Between 3,500 and 4,000 acts of school vandalism have been occurring in Los Angeles County, according to information gathered by the Task Force. The damage caused was valued at $2.5 million in 1970–71, up from $2.2 million in 1969–70, $1.8 million in 1968–69, and $1 million in 1967–68. The estimated cost of damages due to vandalism for all of California schools was approximately $10 million per year (*Los Angeles Times*, April 2, 1972). In 1971–72 the Los Angeles schools reported dollar losses of $983,000 for burglary, $201,000 for burglary-related damages, $650,000 for glass breakage, $580,000 for arson, $65,000 for miscellaneous destruction, and $60,000 for the "mysterious disappearance" of equipment (speech by Senator Alan Cranston in the *Congressional Record* on the Safe Schools Act, January, 1973).

Gang Activity in a Few Areas

Although gang activity appears to be on the rise, there are differing opinions as to its effect on campus conflict. Newspaper articles report numerous examples of gang conflict, particularly in central Los Angeles and in San Francisco's Chinatown. One article reported that a student on the campus of a high school in Los Angeles was wounded by gunshots; the incident was followed by a reprisal shooting of four others. Other news stories describe a variety of gang conflicts ranging from fights to knifings and shooting.

The attitude survey results, however, showed (see Table II–3) that most respondents (nearly 70 percent of students, teachers, other staff, and community persons) disagreed with the statement: "The number of students belonging to gangs at our school is on the increase."

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[6] *Survey of Violence in Schools Occurring from 1964 Through 1968.* Prepared by the U.S. Senate Subcommittee to Investigate Juvenile Delinquency, Washington, D.C.: U.S. Government Printing Office, 1970.

[7] *Vandalism and Violence: Innovative Cost to Schools*, Special Report No. 29. Washington, D.C.: National School Public Relations Association, 1971.

TABLE II-3.—RESPONSES CONCERNING INCREASE IN SIZE OF GANGS

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	352	31	69
Teacher	156	37	63
Administrator counselor	150	31	69
Community member	214	41	59

Note: Task force statement: The number of students at our school who belong to gangs is on the increase.

University of California criminologist Barry Krisberg has also raised questions for those who would make a direct connection between gang activities and the general increase in school crime. Krisberg, who has done field work with gangs in Philadelphia and in San Francisco's Chinatown, doubts that gangs frequent schools as much as other places in the innercity ghettos (this is in agreement with Task Force investigations; see Table II-4). According to Krisberg, schools tend to be border areas between gangs and are seldom contested areas. Krisberg doubts that gangs are involved very much in robberies; he knows of no cases anywhere of youth gangs that were organized to commit robberies. Rather, he noted that they lack internal organization and are designed primarily to boost the self-esteem of the gang members. He does not doubt that some gang members commit robberies and extortion, but he has insisted that that is not the raison d'etre for the gangs. Aside from that, Krisberg sees no evidence of "rational" gangs crimes; most gangs crimes take place over some insult or slight, a dispute over a girlfriend, or as a reprisal. He has made a persuasive argument for distinguishing between gang crimes and the increase in more general types of crimes in schools.

TABLE II-4.—RESPONSES CONCERNING INFLUENCE OF GANGS ON INCREASE IN VIOLENCE

Type of respondent	Number responding	Percent of response to statement	
		Agree	Disagree
Student	350	56	44
Teacher	165	61	39
Administrator/counselor	144	47	53
Community member	206	58	42

Note: Task force statement: Gangs are a major factor in the increase of violence [in high school.].

As a result of interviews and site visitations, the Task Force concluded that the problem of gangs is not widespread geographically and appears to be primarily a metropolitan phenomenon. It is also important to note that there are major differences between gangs. The barrio gang, for example, is a unique phenomenon of the Mexico-American and Chicano community. Within the barrio there may exist Mexican gangs composed of Mexican nationals seeking national identity and Chicano gangs which have been in existence for generations in California. The barrio gang was organized to provide a system of identification, a way of attaining success and gaining status, a means of demonstrating maleness, and an avenue for expressing anger. The barrio gang is territorial in nature and may have adult leadership. Some of the gang's activities, while viewed as negative by outsiders, are positively oriented, and school personnel should learn to communicate with gang members.

RESEARCH REPORT

SUBURBAN COOK COUNTY SCHOOL DISTRICTS

VANDALISM SURVEY AND REPORT

#3217

A SERVICE OF
EDUCATIONAL SERVICE REGION
OF COOK COUNTY

RICHARD J. MARTWICK SUPERINTENTENDENT OF SCHOOLS

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Department of Research and Statistics

PURPOSE OF STUDY
AND
SOURCE OF DATA

The statistics on vandalism compiled in this report are an attempt to give the reader a broad overview of the extent, frequency and financial costs incurred as a result of vandalism in the public schools of suburban Cook County.

The actual data collection took place from February through April 1974 and was compiled from a survey sent from the Educational Service Region of Cook County in February 1974 requesting information on vandalism. The following report is a result of the tabulation of survey responses.

The survey includes information on methods of protection and surveillance such as security personnel, mechanical and electronic protection systems, and fire alarm and heating system monitoring; specific information on accidental and deliberate vandalism inside and outside school buildings; hazards such as accidental and deliberate fires, explosions and floods; expulsions, suspensions and police referrals as a result of apprehended vandals; and the approximate costs to school districts for all vandalism. The statistics in each category include the tabulation of the number of responses by school from all 717 schools in suburban Cook County. Total elementary enrollment for the 1973-74 school year was 305,365. Total secondary enrollment was 156,976. Total suburban public school enrollment for the 1973-74 school year was 462,341.

DEFINITIONS OF TERMS

Methods of Protection and Surveillance: includes security personnel, police personnel, private security agencies, mechanical burglary protection systems such as burglar alarms, ultrasonic and infrared equipment, electric eyes, magnetic circuit breakers, and security lights.

Vandalism: wanton, deliberate and/or malicious destruction, and defacement of property rendering inoperable or unusable property of schools such as windows, equipment and facilities.

Bomb Incidents: the threat or use of a simulated or real incendiary or explosive device which may include bomb threats, required evacuations and/or accomplished bombings.

Internal Vandalism: damage occurring within school buildings to washrooms, supply rooms, library, cafeteria, equipment, furniture, internal windows and doors, loss or damage to documents, defacing of walls and furniture, and loss of petty cash.

External Vandalism: damage occurring outside of school buildings to exterior walls, windows, doors, lighting, grounds, school buses, playgrounds and equipment and athletic fields.

Hazards: fires, explosions, floods, bomb incidents.

Limitations of the Topic

The survey and report is limited to the investigation of vandalism in the elementary and secondary public schools in suburban Cook County--648 elementary schools and 69 secondary schools--and covers the period of Fall 1973 to Spring 1974.

An accurate up-to-date count of the frequency and costs of vandalism for the full school year is not available since the schools provided information on the period of time from the beginning of the 1973-74 school year up to the mailing of the survey results to this office. The time spread is between February 10 to May 1, 1974. All figures, therefore, will be conservative since the full year is not covered.

There is an additional limitation in the interpretation of the data since not all of the 717 schools reported complete information in response to the survey.

Additional information which may not be reflected in the approximate costs of vandalism to the school districts are the "hidden costs." These costs include repairs in the schools completed by maintenance and janitorial staff and not by outside firms; damage costs that have not been reported by school officials; and the enormous costs of lost teaching and learning time because of damaged equipment.

DESCRIPTION AND INTERPRETATION OF THE DATA

The cost of vandalism to the Cook County suburban schools from September 1973 through April 1974 is $1,340,822.00. This includes $586,951.00 for vandalism occurring inside school buildings and $548,601.00 for vandalism occuring outside school buildings, as well as $202,089.00 for fires, explosions and other such hazards.

Internal vandalism includes damage to libraries, learning resource centers, defacing of walls, damage to cafeterias, equipment, washrooms, lockers, furniture, broken windows, etc. External vandalism deals with the outside of the building including defacing of outside walls, damage to windows, grounds and landscaping as well as playground equipment such as school buses and outside school lighting.

If the total of $1,340,822.00 were divided equally between school districts, this serious crime problem costs the average Cook County suburban school district $9,376.00 and the average school $1,870.00. Estimated crime costs nationally in the schools for the 1972-73 school year were $500 million or $10.87 per pupil, roughly the same amount spent on textbooks. Although statistics on the extent and costs of crime in schools are scarce on a national or local level, vandalism and malicious mischief remain the most prevalent type of crime, attributable to malicious destruction.

Methods of Protection and Surveillance

113 schools employ 233 security personnel for safety and security during regular school days. Among these, 29 police personnel work in 38 schools, 31 schools employ a private security agency and 36 schools have security people in uniform patrolling the schools.

Although 75% of the vandalism to the schools occurs after school hours, only 118 or 16.5% of the 717 suburban schools have security patrols working from school closing to school opening in the morning. 36 schools have security patrols working from 4:00 to 7:00 p.m. shift; 55 schools have patrols from 7:00 to 11:00 p.m.; and 27 schools from 11:00 p.m. to 8:00 a.m.

Only 27% or 192 of the 717 schools have some sort of mechanical or electronic burglary protection system. Most frequently mentioned of these systems are ultrasonic and infrared protection systems as well as electric eyes, magnetic circuit breaker, monitored telephone line, wired detectors, magnetic door switches and contact circuits.

Vandalism - Internal

The total financial cost to schools for internal vandalism is $586,951.00. The major portion of this amount, 19% or 112,515, is a result of defacing and damage to walls, furniture, drinking fountains, etc. An additional 18%, $108,261 was incurred from damage to library books, supplies and audio-visual equipment.

An additional 33% or $196,332 of the internal vandalism costs is attributable to the following: (in descending order of cost)

Damage to furniture	$ 72,755.00
Damage to washrooms	65,167.00
Damage to internal windows and doors	58,410.00

The remaining 30% of internal vandalism is a result of the following: (in descending order of cost to schools)

Damage to equipment and machines	$ 54,713.00
Damage to lockers	37,113.00
Cafeteria equipment and supply damage	29,122.00
Damage to supply and storerooms	20,593.00
False alarms--elec. eqpt. and fire alarm boxes	9,083.00
Locks, globes, fire extinguishers, etc.	7,283.00
Damage to bookstore and book storage	6,474.00
Loss or damage to official documents	236.00

Vandalism - External

The total financial cost to schools for external vandalism is $548,601.00. The major portion of this amount, 52% or $286,907 is a result of damage and breakage of exterior windows. An additional 16% (89,864) is the cost to school districts for damage to exterior doors and lighting; and 9% (49,056) for defacing of exterior walls.

The additional 23% or $122,474 includes damage to school grounds, roofs and gutters, athletic fields, lighting, school buses, driver education vehicles and to playgrounds.

The total financial cost to suburban Cook County school districts for both internal and external vandalism is $1,135,552.00.

Hazards - Fires, Explosions, Floods, Bomb Incidents

The total financial cost to schools for various hazards is $202,089.00. The majority of the hazards occurring deliberately are internal fires at a cost of $133,316.00 and accidental floods at a cost of $49,724.00. It should be pointed out that one fire at the Lowell-Longfellow School in District 152 was responsible for a financial cost of $100,000.

Expulsions/Suspensions

It is disturbing to note that with the enormous expense of deliberate vandalism in Cook County schools, only 87 of the 296 students or 29% of total suspensions in Cook County districts resulted from students involved in vandalism, and only 16 expulsions were issued for apprehended vandals.

Summary

Seventy five percent of vandalism occurs after school hours compared to 22% during school hours when there is adequate supervision of school buildings. Only 23% of the school vandals were apprehended by school authorities, and 34% of that number were referred to the police.

VANDALISM SURVEY RESULTS

BURGLARY - THEFT - PROPERTY DESTRUCTION

Number of School Districts in Suburban Cook County:
115 Elementary
27 Secondary
1 Unit
143 Total

Number of School Buildings in Suburban Cook County:
645 Elementary
68 Secondary
4 Unit
717 Total

I. METHODS OF PROTECTION AND SURVEILLANCE

	Yes	No
A. Schools employing personnel for safety and security during the regular school days.	113	538
Number of security persons employed: 233		
B. Police personnel working in security in school:	38	597
Number of persons: 29		
C. Private security agency:	31	607
D. Number of schools with security people in uniform:	36	438
E. Hours of security patrol:		
1. 4:00 p.m. to 7:00 p.m.	36	251
2. 7:00 p.m. to 11:00 p.m.	55	243
3. 11:00 p.m. to 8:00 a.m.	27	253

I. METHODS OF PROTECTION AND SURVEILLANCE (continued)

	Yes	No
F. Type of mechanical burglary protection system used:		
1. Ultrasonic	93	419
2. Infrared	21	442
3. Other: Includes: burglar alarm, electric eye, radar and magnetic door, microwave, magnetic circuit breaker, security lights, monitored telephone line, electric tape, telephone alarm, wired detectors, intercom, bell, alarm, bugged doors, sound system, magnetic door switches, and contact circuit.	78	1
G. Fire alarm system monitored at:		
1. Administrative center	47	367
2. School building	447	95
3. Fire station	397	172
4. Police station	247	257
H. Heating system is monitored at:		
1. Administrative center	35	371
2. School Buildings	503	98
3. Fire station	55	377
4. Police station	32	385
I. Records kept on burglary, property destruction, theft, arson, etc.	318	100
1. Daily	219	145
2. Weekly	79	185
3. Monthly	222	157

II. VANDALISM	Accidental	Deliberate or Malicious	Approximate Cost to School Dists.
A. Internal (within building)			
1. Defacing and damage to walls, furniture, blinds, curtains, drinking fountains, etc.	177	529	$112,515.00
2. Damage to library: books, supplies including a-v equipment	275	424	108,261.00
3. Damage to furniture: chairs, desks, etc.	307	435	72,755.00
4. Damage to washrooms: waste baskets, light fixtures, etc.	109	458	65,167.00
5. Damage to internal windows and doors	183	177	58,410.00
6. Damage to equipment: business machines, athletic eqpt. industrial arts, etc.	121	159	54,713.00
7. Damage to lockers	129	256	37,113.00
8. Damage to cafeteria: thefts and damage of food and eqpt.	24	102	29,122.00
9. Damage to supply and storerooms: custodial, shop, gym, office	58	88	20,593.00
10. False alarms Frequency: 626	275	369	9,083.00
11. Other Includes: locks, globes, bicycles, fire extinguishers, phone	4	45	7,283.00
12. Damage to bookstore and book storage areas	20	30	6,474.00
13. Loss or damage to official documents: report cards, records, etc.	8	18	236.00
	TOTAL, FINANCIAL COST TO SCHOOLS FOR INTERNAL VANDALISM		$586,957.00

II. VANDALISM (continued)	Accidental	Deliberate or Malicious	Approximate Cost to School Dists.
B. External (outside building)			
1. Damage to exterior windows	452	2558	$286,907.00
2. Damage to exterior doors lighting, doorways, etc.	98	464	89,864.00
3. Defacing of exterior walls	21	514	49,056.00
4. Damage to grounds: landscaping	56	220	35,543.00
5. Roof and gutter damage	24	112	24,393.00
6. Damage to high school athletic fields: track, stadium, lighting, bleachers, etc.	13	31	19,482.00
7. Damage to mechanical equipment			
a. Buses	6	65	14,119.00
b. Driver education vehicles	14	14	7,002.00
c. Other	0	7	3,975.00
8. Damage to elementary school	30	210	13,151.00
9. Other	1	14	5,109.00
	TOTAL FINANCIAL COST TO SUBURBAN COOK COUNTY SCHOOL DISTRICTS FOR EXTERNAL VANDALISM		$548,601.00
	TOTAL FINANCIAL COST TO SUBURBAN COOK COUNTY SCHOOL DISTRICTS FOR INTERNAL AND EXTERNAL VANDALISM		$1,135,552.00

III. HAZARDS	Accidental	Deliberate or Malicious	Approximate Cost to School Dists.
A. Fires			
1. Internal	15	69	$133,316.00
2. External	7	20	9,714.00
B. Floods	69	13	49,724.00
C. Bomb Scares	0	154	4,225.00
D. Explosions			
1. Internal	2	3	2,600.00
2. External	0	2	0
E. Other	0	3	2,510.00

TOTAL FINANCIAL COST TO SCHOOL DISTRICTS FOR FIRES, EXPLOSIONS, FLOODS, ETC. $202,089.00

VI. EXPULSIONS/SUSPENSIONS	Yes	No
A. Number of expulsions issued for apprehended vandals:	16	403
B. Number of schools where suspensions are issued for apprehended vandals:	87	417

Number of expulsions since September 1973: 16

Number of suspensions since September 1973: 296

V. SUMMARY INFORMATION	Number or percentage
A. Percentage of vandalism DURING SCHOOL HOURS	22%
B. Percentage of vandalism AFTER SCHOOL HOURS	75%
C. Percentage of vandals apprehended	23%
D. Percentage of vandals referred to police authorities	34%
E. Number of arrests made by police	275
F. Number of police complaints that have been signed	732

TOTAL FINANCIAL COST TO SCHOOL
DISTRICTS IN SUBURBAN COOK COUNTY
FOR:

INTERNAL VANDALISM	$589,059.00
EXTERNAL VANDALISM	549,674.00
FIRES, EXPLOSIONS, FLOODS, ETC.	202,089.00
TOTAL	$1,233,606.26

ANNUAL REPORT OF VANDALISM IN SELECTED GREAT CITIES AND MARYLAND COUNTIES FOR 1973-74

Baltimore City Public Schools Research Reports & Records Center for Planning, Research and Evaluation

FOREWORD

Vandalism in still a national concern for education.

With this in mind, we have continued since 1964 to conduct a Vandalism Survey for the Research Council of the Great Cities for School Improvement. This study continues to be in great demand as a means of combating this prevalent problem.

Raymond H. Bell and Wallace R. Johnson, Specialist and Associate, respectively, of the Office of Research, Reports and Records in the Center for Planning, Research and Evaluation have compiled this data for your perusal. We are most appreciative of your continued cooperation and support in making this annual release possible.

ROBERT W. ARMACOST,
Acting Deputy Superintendent,
Center for Planning, Research and Evaluation.

SELECTED GREAT CITIES

TABLE 1.—ENROLLMENT AND NUMBER OF BUILDINGS

District	Enrollment (Oct. 31, 1973)	Number of buildings			
		Total	School	Office	Warehouse
New York City	1,125,000	1,055	1,030	19	6
Los Angeles	726,803	......	738	......	......
Philadelphia	266,503	386	285	10	1
Dade County	246,500	238	......	......	......
Houston	219,589	242	230	9	3
Baltimore	175,000	234	214	16	4
Dallas	152,651	188	179	3	6
Fairfax County	136,370	......	168	6	2
Broward County	134,761	......	141	5	7
Cleveland	130,536	192	187	4	1
Indianapolis	126,000	113	3	3	......
San Diego	123,984	174	160	10	4
Hillsborough County	115,000	143	131	7	5
Jacksonville	11,006	153	135	8	10
Pinellas County	103,565	......	......	......	......
Jefferson County	103,000	......	106	12	1
St. Louis	100,014	177	168	4	5
DeKalb County	100,000	144	140	2	2
New Orleans	99,543	150	140	8	2
Atlanta	87,000	165	145	18	2
Mobile	86,517	......	......	......	......
Albuquerque	83,386	998	[1]	[1]	[1]
Newark	78,000	101	97	1	3
Charlotte	78,000	121	111	2	8
Las Vegas	77,800	101	96	3	2
Palm Beach	70,012	97	83	12	2
Tulsa	69,549	111	109	1	1
Baton Rouge	66,939	......	......	......	......
San Antonio	66,429	350	97	22	10
Portland	66,325	......	125	2	3
Oakland	63,356	94	91	2	1
El Paso	62,358	67	62	3	2
Buffalo	60,348	......	97	2½	1
Minneapolis	55,570	97	93	1	3
Oklahoma City	54,691	121	109	1	1
Fresno	54,638	......	60	1	3
Birmingham	54,265	......	100	1	1
Wichita	52,985	129	123	2	4
Norfolk	51,618	72	70	1	3
Akron	51,498	72	66	4	2
Dayton	47,686	......	70	2	1
St. Paul	46,058	90	86	2	2
Lubbock	32,647	170	161	2	7
Syracuse	26,314	52	49	2	1
Amarillo	25,000	48	45	1	2
Nashville	......	......	......	......	......

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[1] No breakdowns

TABLE 2.—VANDALISM BY TYPE, NUMBER AND COST, 1973-74

District	Types of offenses								Total number	Total cost	Total restitution	Net cost
	Windows		Larceny		Arson		Miscellaneous					
	Number	Cost	Number	Cost	Number	Cost	Number	Cost				
New York	204, 039	$2, 040, 390	3, 005	$1, 734, 631	172	$317, 893				$4, 902, 914		$4, 092, 914
Los Angeles			6, 371	926, 477	113	665, 594	3, 601	$2, 029, 043	10, 085	3, 621, 214	$166, 574	3, 454, 640
Philadelphia	710	625, 510	706	870, 498	220	808, 720	315	1, 968	1, 951	2, 306, 696		2, 306, 696
Oakland	2, 949	123, 097	833	69, 892	146	297, 950	4, 610	260, 847	8, 528	751, 836	12, 844	738, 992
Baltimore		286, 613		103, 991		306, 717			701	697, 320	2, 663	694, 657
Dade County	308		2, 540		42		899		[illegible]	655, 000		655, 000
Cleveland	4, 776	246, 248	951	86, 241	2, 525	281, 205			8, 254	613, 694	14, 332	599, 362
New Orleans			118	50, 000		117, 468		400, 511	188	567, 979		567, 979
Houston			1, 363	119, 687	12	160, 847		231, 964		512, 497	25, 410	487, 087
San Diego	2, 248	101, 501	505	78, 190	68	187, 844	2, 373	127, 930	5, 194	495, 465	107, 357	388, 108
Atlanta		177, 190		137, 125						314, 315	15, 960	298, 355
Broward County			610	160, 582	7	35, 000	110	116, 893		312, 411	22, 604	289, 807
Newark		162, 766	279	115, 000	3	63, 000	90		372	340, 766	56, 500	285, 266
Hillsborough County		60, 893	671	102, 452	2	108, 030	280	6, 180	953	277, 555	16, 152	261, 404
St. Louis	1, 113	82, 860	533	52, 294	4	1, 969	706	103, 578	2, 356	240, 600	5, 884	234, 716
Fairfax County	900	83, 771		26, 532				129, 305	300	239, 608	7, 188	232, 420
Dekalb County	537	117, 472	312	84, 143			277	34, 058	1, 129	232, 673	18, 231	214, 441
Wichita	5, 448	105, 989	3, 879	45, 357	1	22, 502			9, 328	173, 848	34, 695	208, 543
Buffalo	8, 356	93, 037	225	94, 345	17	20, 000	65		307	207, 382	Minimal	207, 832
St. Paul	352	142, 000	141	42, 400					493	190, 400		190, 400

Jacksonville	1,983	81,853	243	92,155	14	15,764			2,240	189,772	10,133	179,638
Indianapolis		96,000	366	26,400	46	57,878			412	180,278	4,884	175,394
Las Vegas	579	33,928	393	66,137	4	72,013	487	28,413	1,493	200,491	47,051	153,440
Minneapolis		124,812						23,367		148,179		148,179
Nashville	230	10,658	748	40,337	8	81,490				132,486		132,486
Fresno	433	21,604	128	39,393			986	55,561	1,547	142,416	11,318	131,098
Portland	1,138	43,116	1,041	81,607	141	17,797	463	8,620	2,783	171,140	37,953	113,187
Dallas		28,728	910	62,341	10	13,534			920	104,598		104,598
Palm Beach	700	25,964	1,090	76,158	17	150		2,554.54	1,777	104,825	378	104,447
Mobile		25,000		80,000		250,000				355,000	251,200	103,800
Charlotte		76,548	254	34,873	9	7,305				108,726	10,497	98,229
Akron		68,496		25,400		10,000				103,896	7,875	96,021
Tulsa	1,078	85,395	25					9,000	1,103	94,395	3,277	91,118
Albuquerque		35,000		15,000		26,000		5,000		81,000	2,000	79,000
Birmingham	8,344	54,250	171	17,426	2				8,517	71,677		71,678
Pinellas County	1,386	11,088	357	22,390	12	33,050	786	17,096	2,541	83,624	13,769	69,855
Syracuse		35,150		8,619		24,248				68,000	181	67,819
San Antonio	9,660	77,280	104	1,159	30	153,600			9,764	232,039	142,300	59,739
Dayton		58,859	(1)							58,859		58,859
Lubbock	629	34,971	4	812			23	1,392	656	37,176	724	36,452
Amarillo									130	20,458	3,022	17,439
Jefferson County	3,380	23,892	189	8,236		4,979			3,569		21,604	15,503
El Paso	16	215	50	6,004	3	239	29	2,190	98	10,668	46	10,633
Oklahoma			415	26,686	4	114,952			4i9	141,638	117,300	2,348
Norfolk												
Baton Rouge												

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[1] No record.

TABLE 3.—PER PUPIL COST OF VANDALISM

District	Cost per pupil	Restitution per pupil	Net cost per pupil
Oakland			
Philadelphia	$11.87	$0.20	$11.66
New Orleans	8.66		8.66
Los Angeles	5.71		5.71
Cleveland	4.98	.23	4.75
St. Paul	4.70	.11	4.59
Baltimore	4.13		4.13
Wichita	3.98	.02	3.97
Newark	3.28	.65	3.94
New York City	4.37	.72	3.66
Buffalo	3.63		3.63
Atlanta	3.44		3.44
San Diego	3.61	.18	3.42
Minneapolis	4.00	.87	3.13
Dade County	2.67		2.67
Syracuse	2.66		2.66
Fresno	2.58	.06	2.58
St. Louis	2.61	.20	2.39
Hillsborough County	2.41	.06	2.35
Houston	2.41	.14	2.27
Broward County	2.37	.12	2.25
Dekalb County	2.32	.16	2.15
Las Vegas	2.33	.18	2.14
Akron	2.58	.74	1.97
Portland	2.02	.15	1.86
Fairfax County	2.28	.57	1.71
Mobile	1.75	.05	1.70
Jacksonville	5.58	3.95	1.63
Nashville	1.70	.09	1.61
Palm Beach	1.56		1.56
Indianapolis	1.50	.01	1.49
Birmingham	1.43	.04	1.39
Tulsa	1.32		1.32
Charlotte	1.36	.04	1.31
Dayton	1.39	.13	1.26
Lubbock	1.23		1.23
Albuquerque	1.14	.02	1.12
San Antonio	.97	.02	.95
Amarillo	3.49	2.14	.90
Dallas	.82	.12	.70
Pinellas County	.69		.69
El Paso	.81	.13	.67
Jefferson County	.17	.00	.17
Oklahoma City	.36	.21	.15
Norfolk	2.59	2.14	.04
Baton Rouge			

TABLE 4-A.—SECURITY MEASURES

District	Parental responsibility law [1] (yes/no)	Lexan/Plexiglas windows (percent) [2]	Burglar alarm systems (percent) [2]	Individual security vaults (percent) [2]
Akron	Yes	38	65.0	10.0
Albuquerque	Yes	[illegible]	10.0	50.0
Amarillo	No	0	0	12.5
Atlanta	No	20	95.0	100.0
Baltimore	Yes			
Baton Rouge	Yes	5	35.0	25.0
Birmingham	Yes	45	90.0	15.0
Broward County	Yes		10.0	100.0
Buffalo	Yes	55	24.0	60.0
Charlotte	Yes	35	30.0	0
Cleveland	No	30	100.0	100.0
Dade County	Yes		58.0	30.0
Dallas	Yes	10	60.0	100.0
Dayton	No	97	83.0	15.0
De Kalb County	No		70.0	100.0
El Paso	No		0	98.0
Fairfax County	Yes	(3)	100.0	100.0
Fresno	Yes	10	15.0	100.0
Hillsborough County	Yes	15	34.0	98.0
Houston	Yes		50.0	40.0
Indianapolis	Yes	30	90.0	2.0
Jacksonville	Yes	2	7.0	
Jefferson County	Yes	0	100.0	100.0
Las Vegas	Yes	20	10.0	0
Los Angeles	Yes	60	25.0	
Lubbock	Yes	14	36.0	30.0
Minneapolis	Yes	10	60.0	20.0
Mobile				
Nashville	Yes	40	57.0	10.0
Newark	No	15	95.0	5.0
New Orleans	Yes	65	70.0	80.0
New York	Yes	50	75.0	40.0
Norfolk	No	30	100.0	10.0
Oklahoma City	Yes	15	0.0	25.0
Oakland	Yes		62.0	
Palm Beach	Yes	30	3.0	
Philadelphia	No	3	5.8	0
Pinellas County	Yes	5	55.0	2.0
Portland	Yes	5	90.0	25.0
San Antonio	Yes	45	30.0	14.0
San Diego	Yes	1	20.0	22.0
St. Louis	Yes	100	92.0	3.0
St. Paul	No	5	98.0	10.0
Syracuse	Yes	95	90.0	10.0
Tulsa	Yes	0	10.0	10.0
Wichita	Yes	1	45.5	33.8

[1] Adjudges parents as being liable for the acts of their children.
[2] Percent of total buildings in which security measure is utilized.
[3] Very few.

TABLE 4-B.—SECURITY GUARDS

District	Number of guards	Uniformed (yes/no)	Armed (yes/no)	Hours of duty	Duties and authority
Akron	15	Yes	Yes	Friday and Saturday 7 p.m. to 2 a.m. Sunday to Thursday 7 p.m. to 12 a.m.	Checks building, answers school police call, operates with police band radio receiver, and transmitter.
Albuquerque	25	Yes	No	24 hr	Investigator works days, night patrol, patrols schools, and answers alarms.
Amarillo	None				
Atlanta	[1] 30	Yes	Yes	Regular school security	
Baltimore	138	No	No	Normal school hours on school days (8 hr a day) 40 hr a week.	All security personnel as commissioned special police officers with the same authority as Baltimore city police on, about, and in the vicinity of public school property.
Baton Rouge	13	No	Yes	4 p.m., midnight except under special circumstances	Patrols, monitors burglar alarm system, calls police.
Birmingham	8	No	Yes	40 hr per week, 1 guard works from 6 p.m. to 2 a.m.	Assist in making arrest, protects the buildings in strategic areas.
Broward County	11	No	No	Nonschool hours of duty	They were hired under the manpower planning council grant to act as a deterrent at some of our schools.
Buffalo	33	Yes		Mainly 8 a.m. to 4 p.m. Same 4 p.m. to midnight	Agents of board in charge of security within the buildings. Cooperates with principal on all security matters.
Charlotte	16	Yes	Yes	4 a.m. to 12:30 p.m. Monday to Friday 8 a.m. to 12:30 p.m. Saturday and Sunday.	Patrols schools in radio vehicles to deter and apprehend vandals in the act, answers alarms, makes temporary repairs of immediate security risks.
Cleveland	(2)	Yes and no	Yes and no	The shifts are staggered for around the clock coverage.	Assist with protection of school property and with safety of personnel.
Dade County	[3] 93	No	Yes	24 hr 7 days a week	Protection of school, full arrest powers as long as offense occurred on school property. Investigation of all criminal acts on school property.
Dallas	(4)	Yes	No	24 hr at various locations	Their duties are to secure the district. They are warranted to make arrests.
Dayton	23	No	No	7:30 a.m. to 4 p.m.	
DeKalb County	[5] 20	Yes	Yes	Around the clock 4 to 12 a.m., 12 to 8 a.m. daily at the warehouse.	Keep peace for students and teachers at Junior College. Protects property at Fern Bank and warehouse.
El Paso	30	Yes	No	6 p.m. to 5 daily	Special police officers with police authority. All duties regarding safety to school.
Fairfax County	12	Yes	No	11:30 p.m. to 7:30 a.m.	Patrols buildings, grounds, responds to alarm systems, reports evidence of vandalism.
Fresno	None				
Hillsborough County				24 hr	Investigates reports of disturbances.
Houston	64	Night only	Night only	Day, 7:30 a.m. to 4 p.m., night, 5 p.m. to 6 a.m.	Serves as peace officers. Halls and grounds are monitored by 5 cars.
Indianapolis	68	Yes	Yes and no	24 hr	Surveillance investigation, checks buildings and grounds, protects property.
Jacksonville					
Jefferson County	(6)	Yes	Yes	Full-time 2300 hr to 700 hr	Rides patrol cars, full police powers on school property.
Las Vegas	(7)	Yes	Yes	24 hr 7 days	General patrol and policework, follows up investigations including restitution from parents of responsible and property recovery.

Los Angeles	300	No	Yes	24 hr per day	
Lubbock	None				
Minneapolis	3	Yes	Yes	11 a.m. to 3 p.m.	Supervision of critical areas—parking lots, entries, halls.
Mobile	7	No	Yes	Shifts of 8 to 10 hr.	Protection of school property, deputized as deputy sheriffs by the sheriff of Mobile County.
Nashville					
Newark	237	Yes	No	Security guards is 8 to 4 p.m.	The security guard is assigned to schools to insure protection of property, the safety of students and faculty.
New Orleans	40	Yes	No	10 a.m. to 2 p.m. holidays and weekends	Patrols and protects property of New Orleans public schools.
New York	3				
Norfolk	None				
Oklahoma City		Yes	Yes	22 hr per day 8 a.m. to 6 a.m., 2 p.m. to 6 p.m. weekend	Same authority as area law enforcement officers.
Oakland	12	Yes	Yes	7 a.m. to 4:20 p.m., 4 p.m. to 1:20 a.m., 10 p.m. to 7:20 a.m., 7 days a week.	Patrols schools, answers alarm signals. Investigates incidents and arrests offenders.
Palm Beach	None				
Philadelphia	43	Yes	No	2:30 p.m. to 11 p.m., 11 p.m. to 7:30 a.m.	They patrol school facilities in radio equipped vehicles to prevent crime.
Pinnellas County	14	No	No	24 hr Monday to Friday	Preventative security measures, investigates all crimes. Assists principal when disruptions occur, makes arrest when necessary.
Portland	20	Yes	Yes	8 a.m. to 4:30 p.m., 7 p.m. to 3 a.m., midnight to 8 a.m.	24-hour responsibility for security of school property. Deputy sheriff commissions.
San Antonio	121	Yes	Yes	24-hr coverage	Patrols all facilities to prevent unlawful entries and damages. Fully trained certified and armed commissioned peace officers.
San Diego	42	Yes	Yes	Dayshift 0800 to 1700, nightshift 7000 to 0400	Security agents are peace officers of State of California but limited to problems occurring on or near school property.
St. Louis	120	Yes	Yes	7 to 4:30 each day	Patrols school grounds on foot, maintains watch over school buildings and grounds, checks doors and windows. Reports accidents, suspicious persons, checks dangerous and defective conditions.
St. Paul	None				We have a contracted patrol service which will investigate suspected intrusions and other acts of vandalism.
Syracuse	None				
Tulsa	20	Yes	Yes	Daytime	Patrols parking lots and buildings (senior high).
Wichita	50	Yes	Yes	24-hr.	Monitors activities, day and night full law enforcement powers on board of education property.

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[1] Contract service.
[2] Approximately 100.
[3] Not security guards.
[4] No number.
[5] Only for Fern Bank Science Center, warehouse junior college.
[6] 6 full, 7 part time.
[7] 7 security officers, 3 radio dispatchers.
[8] Night workers.

TABLE 4 C.—CURRENT PRACTICES TO COMBAT VANDALISM

GREAT CITIES

1. *Akron.*—Chain and padlocks on all doors after school. Buildings are closed except the custodians entrance doors. New mercury vapor security lighting outside.

2. *Albuquerque.*—Our police department assigned 9 detectives to help with the APS school problems.

3. *Amarillo.*—A plan was initiated on a pilot basis at the four senior high schools and Carver Learning Center for this last semester of 1974–1975. The initial fund was set at 50¢ per pupil for students enrolled as of January 27, 1975. The stated costs of vandalism at schools would be deducted from this fund. Any unused funds at the end of school year should be used. Student Council of that school on any desirable school project for the benefit of that school, approved by the principal and/or others. This plan was approved by the School Board at their February 4, 1975 meeting. It was of some benefit on cutting down on vandalism during school hours.

4. *Atlanta.*—Nothing special. Silent, automatic dail burglar equipment in all schools has been very effective. Out cost is declining.

5. *Baltimore.*—Lighting, alarm systems, protective screening, lexan installation, etc. Not particularly effective to date.

6. *Baton Rouge.*—Chain link fences 6' high around schools, no trespassing signs on grounds, burglar alarms, additional security personnel, Fiberglas in windows, less glass in new construction.

7. *Birmingham.*—None.

8. *Broward County.*—Experimentation with various types of security alarm systems. Research into possible use of mobile homes on campus. Direct contact with parents making them aware of the actions of their children. Staggering custodial hours. Advisory committees at schools making the parents, students and community aware of school problems.

9. *Buffalo.*—Security personnel utilized during summer months on staggered shifts. Portable different devices placed in schools experiencing frequent problems of entry and vandalism. Stepped up restitution procedures and court action concerning vandalism. Close liaison with police, particularly pawn shop squad. Closer and accurate investigation and follow up.

10. *Charlotte.*—Four investigators with normal hours 8:00 a.m.–5:00 p.m. conduct investigations to detect and apprehend those responsible for break-ins, thefts and vandalism, one investigator on call each night, weekends and holidays. Send letters requesting restitution from parents whose children under 18 years of age are identified as responsible for damages. Surveys and addition of lighting and recommendation of other security measures as needed.

11. *Cleveland.*—Designated citizens in each school district have been given a special telephone number to report incidents happening at the schools. These reports are relayed by a "hot line" connection with local police station.

12. *Dade County.*—None.

13. *Dallas.*—Installed lights at each school site.

14. *Dayton.*—Allow no person to trespass, loiter or remain in the building or upon the grounds of the school in violation of the rules and regulations of the Dayton Public Schools.

15. *De Kalb County.*—The radio alarm system is combating most of our in-house vandalism. First six months of 74–75 school year has given us a 352% decrease in vandalism and 858% decrease in cost.

16. *El Paso.*—None.

17. *Fairfax County.*—Identification badges must be displayed on Fairfax County Public School property.

18. *Fresno.*—Small Claims Court with good results.

19. *Hillsborough Co.*—None.

20. *Houston.*—The night patrol consists of twelve car units which can be dispatched by radio, from the central administration Security Services Office to any school campus which needs investigation.

21. *Indianapolis.*—Constant reminders at all parent functions to instill to parents the cost of vandalism and their responsibility for the acts of their children.

22. *Jacksonville.*—Investigates all offenses of a criminal nature committed against school personnel, students or authorized visitors that occur on school property or in relation to school functions. Installing mobile homes on some of our most troubled campuses in an effort to prevent vandalism and theft.

23. *Jefferson County.*—Administration is security conscious and gives cooperation, for police department works losely with us.

24. *Las Vegas.*—Electronic alarm systems, restitution by parents of responsibles for theft, arson and vandalism. Security department presentations at PTA and other community group meetings. Use of canine unit on night patrol. Juvenile delinquency prevention citations used on minor infractions, juvenile court citations and arrests on major crimes. Close co-ordination with other law enforcement agencies in the district.

25. *Los Angeles.*—Community alert program (parent patrols), restitution program, coordinated police security effort-work teams, helicopter coverage from police department, dog patrol in pilot program, anti-vandalism student program.

26. *Lubbock.*—None.

27. *Minneapolis.*—Installed vandalism detection systems, active window guard program, exterior security lighting, installed 8 foot chain link fences, employed off duty patrolman on night and weekend surveillance patrols, changed our design in new construction to eliminate low roof design with easy access to roof, and eliminate open court areas that are not visible from streets.

28. *Mobile.*—None.

29. *Nashville.*—Our school district consists of 140 facilities and five support buildings of which 91 are equipped with sound alarm systems centrally monitored at our school security headquarters. We employe seven investigators, one is assigned to each of our three school districts. Whenever an alarm is sounded the Investigator simultaneously with Police Department and K-9 Unit are dispatched. The investigator is also responsible for patroling each school in this district.

30. *Newark.*—Automatic Intrusion Detection System. Security Mobile Patrol. Assignment of Night Staffing (Guards public property) to certain high priority school facilities during prime hours.

31. *New Orleans.*—Coverage of 100% of schools with sonitrol audio detection devices. Meeting with parents of schools having heavy vandalism to form community based action group. Security patrol of schools with greatest amount of vandalism.

32. *New York.*—No Response.

33. *Norfolk.*—We have silent alarm systems.

34. *Oklahoma City.*—All buildings are occupied by maintenance service personnel until 11:30 p.m. week days which help to reduce vandalism. Most cases of vandalism occurs on weekend mornings.

35. *Oakland.*—Use of security lights, personal security systems, teacher protection system, community cooperation student involvement, assitance of Oakland Police and Fire Department, use of custodian watchman alarm systems.

36. *Palm Beach.*—We have recently started vandalwatch, whereby a family is placed in a mobile home on the school campus and acts as watchmen. Other methods are routine patroling by the police department of jurisdiction, also the security investigators patrol schools in spare time. More alarm systems are anticipated in the future.

37. *Philadelphia.*—No response.

38. *Pinellas County.*—Allowing law enforcement officers and their families to occupy mobile homes on school property. Also School Board personnel. Special security lighting. Both are effective.

39. *Portland.*—Increased night patrol and building stakeout details. Night supervisor. L.E.A.A. Central Station Burglar Alarm Project.

40. *San Antonio.*—We have a complete blackout of all lights at all campuses for the past three years. Vandalism costs during night hours have decreased 300% plus assuring a vast savings of Energy costs. Increased manpower also placed on campuses thru Federally Funded (ETA Program) has allowed immediate response and movement to crises needs.

41. *San Diego.*—Extensive night lighting, program directed toward developing school pride through involvement of student leaders.

42. *St. Louis.*—Wire guards operable from the inside have been placed on the lower windows of buildings. Roving inspectors are alerted automatically by sonic controlled burglar alarms. Increased arrests reduces incidents. Maximum security window guards have been installed on one story buildings in which the exterior doors lead directly from the classroom to the outside. Block watchers have been organized for several years and do quite an effective job of surveillance. A sustained communication with commander of the Metropolitan Police Districts has helped in increased surveillance of buildings by police during non-school hours. A new school ordinance has been enacted that gives police officers legal support in clearing school premises after school hours. Patrolling an assigned school building and grounds to protect and guard property and persons from fire, theft, vandalism, trespass and other hazards. Controlling the unauthorized activities of students and other in and around a school building. Assistance in maintaining order of students while they are in the halls, lunchrooms, rest rooms or any other assigned area. Checks students for identification cards. Observes condition of hall lockers to insure that all are locked. Checks rest rooms and other places within and without buildings where students may be loitering.

43. *St. Paul.*—No Response.

44. *Syracuse.*—No Response.

45. *Tulsa.*—Marking with decals and electric pencils all district owned equipment (has helped in recovering stolen items.) Changing shifts of custodians so that the buildings are covered more hours of the day and more days of the week. Encourage community pride, etc.

46. *Wichita.*—None.

MARYLAND COUNTIES

TABLE 1.—ENROLLMENT AND NUMBER OF BUILDINGS

Counties	Enrollment (Oct. 31, 1973)	Total	School	Office	Warehouse
Prince Georges	153,952	244	234	8	2
Baltimore	128,835		162	10	3
Montgomery	125,489	208	199	3	6
Washington	23,583		71	5	2
Howard	23,082	44	40	1	3
Carroll	18,443	33	28	2	3
Charles	16,238	30	26	3	1
Cecil	13,513	30	27	1	2
Dorchester	6,500		19	2	4
Calvert	6,305	34	11	1	2
Caroline	5,700		10	1	1
Queen Annes	4,800	12	10	1	1
Talbot	4,800		13	1	1
Somerset	4,356	18	16	1	1
Kent	3,700	10	8	1	2

TABLE 2.—VANDALISM BY TYPE, NUMBER, AND COST, 1973-74

Counties	Types of offenses								Total number	Total cost	Total restitution	Net cost
	Windows		Larceny		Arson		Miscellaneous					
	Number	Cost	Number	Cost	Number	Cost	Number	Cost				
Baltimore		$258, 392	364	$53, 557	23	$37, 912	64	$22, 599	451	$372, 460		$372, 461
Prince Georges			810	159, 235	255	36, 200	2, 322	194, 805	3, 387	390, 240	$18, 547	371, 693
Montgomery		87, 168		106, 029	22	16, 896		81, 626	22	291, 719	23, 012	268, 707
Howard	110	18, 173	51	10, 542					161	28, 715		28, 715
Charles	127	6, 039	22	10, 303			20	3, 001	169	19, 343		19, 343
Washington	28	3, 385	27	10, 140	1	1, 000	17	2, 419	73	16, 944		16, 944
Cecil	69	4, 515	7	4, 249	1	860	3	30	80	9, 704		9, 702
Carroll	39	1, 405	23	7, 769					62	9, 175	221	8, 953
Calvert	41	3, 434	17	4, 289					58	7, 723		7, 723
Caroline	37	1, 980	6	3, 500					43	5, 480	500	4, 980
Dorchester	22	1, 800	21	600	7				50	2, 400	30	2, 370
Talbot		1, 537	3	450					3	1, 987		1, 987
Queen Annes	30	275	5	1, 050					35	1, 325		1, 325
Somerset	46	597	2	2, 340					48	2, 340	2, 396	541
Kent	22	220	4	88					26	308	70	237

TABLE 3.—PER PUPIL COST OF VANDALISM

Counties	Cost per pupil	Restitution per pupil	Net cost per pupil
Baltimore	$2.89		$2.89
Prince Georges	2.53	$0.12	2.41
Montgomery	2.32	.18	2.14
Howard	1.24		1.24
Calvert	1.22		1.22
Charles	1.19		1.19
Caroline	1.05	.10	.95
Washington	.72		.72
Cecil	.72		.72
Carroll	.50	.11	.39
Talbot	.41		.41
Dorchester	.37	.04	.33
Queen Annes	.28		.28
Somerset	.67	.55	.12
Kent	.09	.03	.06

TABLE 4-A.—SECURITY MEASURES

Counties	Parental responsibility law [1] (yes/no)	Lexan/plexiglas windows (percent)[2]	Burglar alarm systems (percent)	Individual security vaults (percent)[2]
Baltimore	Yes	[5] 100	17.0	[4] 75
Calvert	Yes	0	45.0	30
Caroline	No	10	0	20
Carroll	Yes	50	0	10
Cecil	Yes	2	60.0	40
Charles	Yes	None	47.3	17
Dorchester	No	10	None	10
Howard	Yes	8	100.0	0
Kent	Yes	5		3
Montgomery	Yes	25	100.0	0
Queen Annes	No	50	13.0	7
Somerset	No	5	0	0
Prince Georges	Yes	(3)	75.0	95
Talbot	NR	0	0	40
Washington	Yes	0	0	2

[1] Adjudges parents as being liable for the acts of their children.
[2] Percent of total buildings in which security measure is utilized.
[3] To some extent.
[4] All sections of schools.
[5] All have some.

Note: NR equals no response.

TABLE 4-8.—SECURITY GUARDS

Counties	Number of guards	Uniformed (yes/no)	Armed (yes/no)	Hours of duty	Duties and authority
Baltimore	26	No	No	15 Saturday and Sunday; holidays 0730-1300; cover 0730; Mondays; 2 daily 0830-0730.	Makes periodic building checks to detect break-ins, no authority except to notify police.
Calvert	No				
Caroline	No	No	No	No.	No.
Carroll	No	No response	No response	No response	No response.
Cecil	No	do	do	do	Do.
Charles	No	do	do	do	Do.
Dorchester	4	Yes	Yes	6:00 p.m.-4:00 a.m.	Security people are deputy sheriffs and wear uniforms of county sheriff's office.
Howard	No	No response	No response	No response	No response.
Kent	1	No	No	Weekends	Patrols Kent County high school.
Montgomery	No	Not available	Not available	Not available	Not available.
Queen Annes	No	No response	No response	No response	No response.
Somerset	1	No	No	9:00 p.m.-5:30 a.m.	Checks buildings.
Prince Georges	42	No	No	8:00 a.m.-4:30 p.m.	Investigates all crimes on school property.
Talbot	No response	No response	No response	No response	No response.
Washington	8	No	Yes	11:00 p.m.-7:00 a.m. Monday and Saturday.	Authorized to inform law officials by phones. Duties include observing for vandalism and unauthorized use of the building and grounds. Checking of doors and windows, lights, heating, ventilating, air conditioning and cafeteria equipment for operation. Processing daily reports.

TABLE 4-C.—CURRENT PRACTICES TO COMBAT VANDALISM

MARYLAND COUNTIES

1. *Baltimore.*—Emphasis is on the installation of intrusion alarm systems in key school areas. Additionally, all secondary schools and select elementary schools are provided twenty-four hour a day custodial coverage, seven days a week.

2. *Calvert.*—Interior and exterior security lighting has been brought up to the desired level. The state police have agreed to patrol and check the buildings on a regular basis. They submit a monthly report to the Superintendent of doors and windows found open unlocked. Through the awareness of this, school based administrators are becoming more security conscious and see that the buildings are properly locked up at night.

3. *Caroline.*—No Response.

4. *Carroll.*—No Response.

5. *Cecil.*—No Response.

6. *Charles.*—Custodians on night shift, exterior lighting, police patrol at night, installation of central intrusion alarm systems.

7. *Dorchester.*—Use of vapor lites, regular visits by city and county police.

8. *Howard.*—Installed on a replacement basis (plastic windows).

9. *Kent.*—Quick effective maintenance.

10. *Montgomery.*—Alarm system in all schools, monitored nights, weekends, and holidays, supplemented with roving patrol personnel. Very effective losses due to unlawful entry have diminished, but losses during the school days and during community use have increased. Due to security operations, 934 persons apprehended by police in schools during period covered by this report.

11. *Queen Annes.*—No Response.

12. *Somerset.*—None.

13. *Prince Georges.*—No Response.

14. *Talbot.*—No Response.

15. *Washington.*—Security lighting, night watchman, improved maintenance program, custodial services 24-hours basis in larger schools, custodian in-service training.

NEW JERSEY SCHOOL BOARDS ASSOCIATION
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INTERIM REPORT

AD HOC COMMITTEE TO STUDY SCHOOL VANDALISM

by

WILLIAM H. REHRER, CHAIRMAN

PREPARED FOR THE ANNUAL DELEGATES MEETING

MAY 10, 1975

The New Jersey School Boards Association's Ad Hoc Committee to Study School Vandalism was formed by President William B. Rosenberg, NJSBA, to conduct a broad based study of school vandalism to include the following subject areas: (1) preventive measures, (2) community cooperation, (3) insurance protection, (4) staff involvement, (5) institutional involvement, (6) pupil education, (7) rewards, and (8) parental and guardian responsibilities. The Committee has expanded the charge to include the study of facilities design in the prevention of vandalism.

The Committee is composed of school board members from urban, suburban, regional and elementary school districts. Committee consultants include a superintendent of schools, a school business administrator, a representative from the Department of Education and a chief of security for a large school district.

The Committee met on a monthly basis from December through April in its efforts to thoroughly study school vandalism. The Committee was aided by professionals in security systems design and school insurance. The information gained from these guests served to give the Committee a background on the broad area of school vandalism and guidance as to the method of completing the Committee's charge.

The Committee, in its first official action, developed a vandalism survey form that would provide the Committee with vandalism information relative to New Jersey's public schools and also provide boards of education with a tool to evaluate the effects of school vandalism in the future. The responses received to date have been gratifying and will serve the Committee in arriving at its Final Report to be made at the December 1975 Semi-Annual Delegates Meeting.

COMMITTEE POSITIONS

The Committee agreed that vandalism's costs cannot be measured in dollars alone. Vandalism in our schools, resulting in the loss of facilities and equipment, places a great strain on the entire educational process, especially on teachers and pupils who lose the use of facilities and equipment. The Committee also concluded that vandalism is not typical; it varies by the type of vandal, the type of vandal act and location of the vandal act. Vandalism is as prevalent in affluent suburban schools as in inner city schools.

The Committee agreed upon the following reasons for student vandalism:

1. Youthful Mindlessness - Pupils without thinking and in their exuberance commit minor destructive acts. Some pupils cannot resist marking up their desks or scrawling graffiti on lavatory walls.

2. Need for Recognition - Pupils who never get the recognition afforded to athletes or class leaders often turn to some kind of disruptive act to get attention. Schools often are perceived as impersonal institutions by pupils who lose a vital element of school life - belonging.

3. Hostility and Revenge - Hostility and revenge account for many of the large scale destructive acts of vandalism. Rage at the world in general or at the school in particular prompts vandal acts. (Example: Tom, a school dropout, feels a keen sense of failure and blames his teachers. He breaks into the school at night and tears the school apart.)

4. Fear and Anxiety - Vandalism is likely to increase during times of stress at home, where parents are involved, and in schools, where educators are involved. Family problems that create fear and anxiety within a pupil are likely to manifest themselves in the school. In the Baltimore City Public Schools, the Chief of Security noticed an increase in vandalism when report cards were released.

5. Alcohol - New laws relating to the legal age for the purchase of alcoholic beverages have intensified the problem of pupils congregating on school property during evening and weekends where drinking, litter and damage follow.

6. Violence Oriented Society - American society's growing acceptance of violence is a primary contributor to the increased incidence of school vandalism. Vandalism is reinforced in every media, creating negative attitudes which result in the loss of respect for the rights and property of others.

In the Committee's discussions on curbing vandalism, the following anti-vandalism points were raised:

1. Security Measures:
   a. Replace broken windows with break-resistant windows

b. Increased exterior lighting
c. Sophisticated burgular alarm systems, including closed circuit television
d. Security guards
e. Citizen patrols after school hours
f. School "sitters" - families who live rent free in mobile homes on school grounds
g. Schools serving as satellite policy headquarters in the evenings and weekends

2. Pupil Education - Teachers can be effective in reducing vandalism by sensitizing their students to the fact that school property is their property, which directly affects their parents' tax rates, and directly affects their education. Teachers can assign vandalism as essay themes and have students make anti-vandalism posters.

   Teachers and administrators can invite school security personnel into classrooms and assemblies to make presentations on the effects of vandalism.

3. Student Involvement - Students are the cause of many, if not most, successful anti-vandalism campaigns. Underscoring the importance of pride in school helps in keeping school vandalism down.

   Involvement of student organizations in establishing patrols and policing other students is a successful anti-vandalism activity.

   In some school systems a special budget allocation may be developed to reward students for reductions in school vandalism. One such plan allocates $1.00 per pupil at the beginning of the year. The cost of repair or replacement caused by vandalism is deducted from the fund. At the conclusion of the year the balance of the fund may be used by the students as they deem necessary.

4. Parent and Citizen Involvement - Parents and citizens are an important part of any anti-vandalism problem. The greater numbers of community people involved in anti-vandalism programs, the more successful such programs are apt to be. Citizens should feel free to contact the police department when suspicious activities occur in and around schools.

   PTAs and PTOs can initiate campaigns to make the community aware of the problems caused by school vandalism. Parent patrols constitute a popular anti-vandalism measure.

The Committee tentatively approved the concept of school systems using professional insurance appraisals as a method of maintaining current records of property values for insurance purposes and loss verification purposes.

In discussions of current statutes the Committee referenced:

1. N.J.S.A. 18A:37-2 which specifies that vandalism is just cause for suspension and/or expulsion,
2. N.J.S.A. 18A:37-3 and 2A:53A-15 which declares parents or guardians to be liable for damages caused by pupils, and
3. N.J.S.A. 2A:4-42 et seq., which recognizes vandalism as a legitimate reason to bring juvenile delinquency charges against pupils.

The Committee was informed that the Department of Education has provisions for granting state aid, equivalent to 75% of a security guard's salary, on the basis of one security guard per 500 students. In 1975-76, $3,009,000 has been tentatively allocated to fund this program. Proposals have been submitted to the Department of Education to train security personnel partially funded under the state program.

The Committee's final report will make recommendations, provide an index of references, present an analysis of the vandalism survey, and forward sample policies which boards of education could use in developing a unified and comprehensive approach to attacking the multi-faceted problem of school vandalism.

The Committee's members, consultants and staff must be commended for their diligence and dedication.

COMMITTEE TO STUDY SCHOOL VANDALISM

MAY 10, 1975

MEMBERS

William H. Rehrer, Jr., Chairman; Pennsauken Board of Education, Camden County

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AD HOC COMMITTEE TO STUDY SCHOOL VANDALISM

1975 SCHOOL VANDALISM SURVEY

INTRODUCTION

The New Jersey School Boards Association's Ad Hoc Committee to Study School Vandalism was formed in December, 1975 to investigate and make recommendations for delegate consideration on the complex problems of school vandalism. The Vandalism Committee felt that one of the first steps in its study would be to access the statewide impact of school vandalism. To accomplish this end the Vandalism Committee developed a survey instrument which was sent to every public school district in New Jersey.

A total of 249 responses, representing 42% of New Jersey's 586 operating public school districts, were received.

A. Total vandalism costs for the following classifications:

1. Glass Breakage
2. Fire-Arson
3. Theft (stolen equipment and furniture)
4. Property Destruction (graffiti, smashed furniture, washroom fixture destruction, carved desks and miscellaneous ruination)

B. Comparisons on the costs and incidents of vandal acts for the years 1972-73, 1973-74 and 1974-75
C. Location of vandal acts
D. Occurrence of vandal acts
E. Methods/techniques/devices used to reduce the costs of vandalism
F. Security cost data for the following classifications:

1. Exterior Building Lighting
2. Security Equipment
3. Break Resistant Windows
4. Security Personnel

G. Vandalism and School Security Policies

Survey results for each of the areas of vandalism will be presented in a table format (where applicable) proceeded by a narrative summary and conclusion from the data within the tables. For the purposes of this survey, vandalism is defined as willful and deliberate damage and theft of school property.

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3. TOTAL VANDALISM COSTS Information was sought in the Total Vandalism Costs section of the survey to arrive at estimated statewide costs for various classification of vandalism. The table format denotes costs for urban, suburban, rural and rapidly growing school districts, with a composite of all responses. Each district category notes the number of responses and the dollar value of the loss. Estimated statewide costs are based on 590 operating public school districts and the Department of Education's estimated 1975-76 enrollment of 1,460,000 using percentages of survey responses.

Table A. Glass Breakage (79% of the districts responding to the survey responded to this survey question)

	Composite of All Responses		Urban District Responses		Suburban District Responses		Rural District Responses		Rapidly Growing Responses	
	Number	Costs	Number	Costs	Number	Costs	Number	Costs	Number	Costs
Total Costs	197	$ 973,781.62	24	$ 370,801.39	112	$550,592.18	53	$ 38,546.72	8	$ 13,841.33
Mean District Costs		4,943.05		15,450.06		4,916.00		727.30		1,730.17
Mean Per Pupil Costs		1.53		1.83		1.58		.69		.46

Estimated statewide glass breakage costs to school districts are projected at $2,288,632.15 based on survey responses. School districts paid 73% of their glass breakage costs. The remaining costs were absorbed in insurance and restitution reimbursements. The high district glass breakage cost was recorded at $162,766.00.

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Table B. Fire Arson (12% of the districts responding to the survey responded to this survey question)

	Composite of All Responses		Urban District Responses		Suburban District Responses		Rural District Responses		Rapidly Growing Responses	
	Number	Costs	Number	Costs	Number	Costs	Number	Costs	Number	Costs
Total Costs	31	$402,298.26	9	$138,111.17	19	$260,337.09	3	$3,850.00	NO RESPONSES RECORDED	
Mean District Costs		12,977.36		15,345.69		13,701.95		1,283.33		
Mean Per Pupil Costs		1.46		1.00		2.02		.41		

Estimated statewide fire arson costs to school districts are projected at $912,567.96 based on survey responses. School districts paid 17% of fire arson losses from survey responses. The highest district cost due to fire arson was recorded at $150,000.00.

Table C. Theft (Stolen equipment and furniture) (54% of the districts responding to the survey responded to this survey question)

	Composite of All Responses		Urban District Responses		Suburban District Responses		Rural District Responses		Rapidly Growing Responses	
	Number	Costs	Number	Costs	Number	Costs	Number	Costs	Number	Costs
Total Costs	135	$379,746.18	17	$181,953.05	80	$157,848.88	33	$25,752.13	5	$14,192.12
Mean District Costs		2,812.93		10,703.12		1,973.11		780.37		2,838.42
Mean Per Pupil Costs		.73		1.02		.56		.63		.92

Estimated statewide theft costs to school districts are projected at $922,641.04 based on survey responses. School districts paid 47% of the costs due to theft. The highest district loss due to theft was recorded at $115,000.00.

Table D - Property Destruction (56% of the districts responding to the survey responded to this question)

	Composite of All Responses		Urban District Responses		Suburban District Responses		Rural District Responses		Rapidly Growing Responses	
	Number	Costs	Number	Costs	Number	Costs	Number	Costs	Number	Costs
Total Costs	139	$432,529.42	19	$117,999.50	86	$300,286.30	30	$11,499.22	4	$2,744.40
Mean District Costs		3,111.72		6,210.50		3,491.70		383.31		686.10
Mean Per Pupil Costs		.93		1.09		1.92		.23		1.02

Estimated statewide property destruction costs to school districts are projected at $1,020,644.16 based on survey responses. The highest district costs due to property destruction was $41,200.00. School districts paid 87% of the costs associated with property destruction.

Table E - Summary of Vandalism Costs based on Estimated Statewide Costs. (Estimated statewide costs are projected based on the percentage of survey responses for each loss classification, assuming that the responses approximate statewide loss experience)

	Estimated Statewide Costs
Glass Breakage	$2,288,632.15
Fire-Arson	912,567.96
Theft	922,641.04
Property Destruction	1,020,644.16
Total	$5,144,485.31

B. COMPARISON OF VANDAL COSTS AND INCIDENTS - Information was sought as to whether school vandalism costs and incidents have increased, decreased or remained constant for the years 1972-73, 1973-74 and 1974-75. Tables F and G are formatted to denote percentage responses for cost and incidents of urban, suburban, rural and rapidly growing school districts, with a composite for all responses.

Table F - Cost Comparison[1]

	Composite of All Responses			Urban District Responses			Suburban District Responses			Rural District Responses			Rapidly Growing Responses		
	Higher	Same	Lower	Higher	Same	Lower	Higher	Same	Lower	Higher	Same	Lower	Higher	Same	Lower
1973-74 with 1972-73	30%	38%	32%	40%	24%	36%	37%	38%	31%	25%	42%	33%	23%	44%	33%
1974-75 with 1973-74	47%	33%	20%	50%	29%	21%	50%	32%	18%	37%	37%	26%	71%	29%	....

[1] Based on survey responses, vandalism costs in 1973-74, were lower than vandalism cost in 1972-73. Deviations from the composite totals are found in cost responses from urban and suburban districts. Vandalism costs in 1974-75 were higher than vandalism costs in 1973-74. All district categories reported higher vandalism costs.

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Table G. Incident Comparison

	Composite of All Responses			Urban District Responses			Suburban District Responses			Rural District Responses			Rapidly Growing Responses		
	Higher	*Same*	*Lower*	*Higher*	*Same*	*Lower*	*Higher*	*Same*	*Lower*	*Higher*	*Same*	*Lower*	*Higher*	*Same*	*Lower*
1973-74 with 1972-73	25%	46%	29%	28%	40%	32%	26%	49%	25%	22%	43%	35%	23%	44%	33%
1974-75 with 1973-74	35%	43%	22%	42%	42%	16%	32%	45%	23%	34%	39%	27%	71%	29%	. . . .

Based on survey responses, vandalism incidents in 1973-74 were lower than vandalism incidents in 1972-73. The deviation from the composite totals was found in the suburban district classification. Vandalism incidents in 1974-75 were higher than vandalism incidents in 1973-74.

C. LOCATION OF VANDAL ACTS: This section denotes the areas where vandalism was reported as occurring most often. The locations listed below are prioritized from survey responses.

1. Washrooms
2. Exterior of School Buildings
3. Classrooms
4. Playgrounds
5. Halls and Stair Areas
6. Gymnasiums
7. Cafeterias and Food Storage Areas
8. Stadiums and Athletic Fields
9. Parking Lots
10. School Buses
11. Laboratories
12. Office Areas
13. Auditorium and Stage Areas

A total of $323,226.78 in exterior school building vandalism was reported by 106 school districts, which amounts to $3,049.31 mean costs for reporting districts. A total of $121,614.88 in washroom vandalism was reported by 85 school districts amounting to mean costs for reporting districts of $1,430.76. A total of $119,894.10 in classroom vandalism was reported by 60 school districts, which amounts to a mean cost for reporting districts of $1,998.24.

D. OCCURRENCE OF VANDAL ACTS: This section of the survey sought to identify the times when school vandalism is most likely to occur. Respondents were asked to prioritize the times when the greatest amount of vandalism occurred. Responses were weighted and rank ordered as follows:

1. Weekends
2. Holidays
3. Vacations
4. During day school
5. Associated with evening extra curricular events

Weekend vandalism far outweighed vandalism during other times. The responses indicated that unattended buildings, vacant during weekends, holidays and vacation periods, are most often subject to vandalism.

E. METHODS/TECHNIQUES/DEVICES USED TO REDUCE THE COSTS OF VANDALISM - This section of the survey sought information that would identify the methods, techniques and devices most often used by school districts to reduce the costs associated with vandalism. Respondents were asked to identify their most effective means of reducing vandalism costs. Responses can be grouped into the following categories: (1) equipment, (2) personnel, (3) education, and (4) legal activity. Responses for each category are prioritized as to the number of responses per item.

1. Equipment - The largest number of responses where in the areas of security and vandalism prevention equipment. Responses items were ranked as follows:

   a. Exterior Building Lighting
   b. Security Equipment - Alarm Systems
   c. Break Resistant Windows (Lexon and plexi-glass)
   d. Fencing, Locks, Gates, Signs

2. Personnel

   a. Police (including evening, holiday and weekend security checks along with K-9 patrols)
   b. Custodial and Maintenance Personnel (including 24 hour custodial staffing)
   c. Security Guards
   d. Teacher Monitors during the day

3. Education

   a. Community Education
   b. Student Education
   c. Parental Guidance

4. Legal Activity

   a. Preferring charges against vandals
   b. Parental restitution

F. SECURITY COST DATA - This section of the survey sought information as to the cost of the varied security methods, techniques and devices used to reduce vandalism costs. Responses are from 1973-74 school district data. Responses are recorded for urban, suburban, rural and rapidly growing school districts, with a composite of all responses.

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Table H - Exterior Building Lighting (36% of the districts responding to the survey responded to this survey question).

	Composite of All Responses		Urban District Responses		Suburban District Responses		Rural District Responses		Rapidly Growing Responses	
	Number	Costs	Number	Costs	Number	Costs	Number	Costs	Number	Costs
Total Costs	90	$218,592.48	14	$59,085.24	52	$134,188.00	3	$6,793.00	21	$18,526.20
Mean District Costs		2,428.81		4,420.38		2,580.54		2,264.33		882.20
High District Costs		20,000.00		19,000.00		3,793.00		4,900.00		20,000.00
Low District Costs		20.00		800.00		50.00		20.00		500.00

Estimated statewide exterior building lighting costs for school districts are projected at $512,381.76, based on survey responses.

Table I - Security Equipment (Alarm systems, locks, TV systems, etc.) (39% of the districts responding to the survey responded to this survey question).

	Composite of All Responses		Urban District Responses		Suburban District Responses		Rural District Responses		Rapidly Growing Responses	
	Number	Costs	Number	Costs	Number	Costs	Number	Costs	Number	Costs
Total Costs	98	$1,322,960.88	16	$916,451.83	59	$324,836.05	18	$39,507.00	5	$42,166.00
Mean Costs		13,499.60		57,278.24		5,505.70		2,194.83		8,433.20
High District Costs		539,234.00		539,234.00		36,780.00		10,000.00		38,235.00
Low District Costs		20.00		396.00		60.00		30.00		200.00

Estimated statewide security equipment costs for school districts are projected at $3,085,198.58, based on survey responses.

Table J - Break Resistant Windows (26% of the districts responding to the survey responded to this survey question).

	Composite of All Responses		Urban District Responses		Suburban District Responses		Rural District Responses		Rapidly Growing Responses	
	Number	Costs	Number	Costs	Number	Costs	Number	Costs	Number	Costs
Total Costs	65	$249,773.74	13	$ 60,369.30	41	$178,518.89	9	$[illegible] 668.75	2	$3,216.80
Mean Costs		3,842.67		4,643.79		4,354.12		852.08		1,608.40
High District Costs		37,800.00		22,713.76		37,800.00		4,280.00		2,216.80
Low District Costs		19.75		200.00		20.00		19.75		1,000.00

Estimated Statewide break resistant window costs for school districts are projected at $585,469.20, based on survey responses.

Table K. Security Personnel (Guards and non-teaching personnel used for security and monitoring) (24% of the districts responding to the survey responded to this survey question).

	Composite of All Responses		Urban District Responses		Suburban District Responses		Rural District Responses		Rapidly Growing Responses	
	Number	*Costs*	*Number*	*Costs*	*Number*	*Costs*	*Number*	*Costs*	*Number*	*Costs*
Total Costs	60	$3,580,643.28	13	$3,246,293.38	35	$290,930.36	9	$41,819.56	3	$1,600.00
Mean Costs		59,677.39		249,714.87		8,312.30		4,646.62		533.33
High District Costs		2,565,837.00		2,565,837.00		56,354.00		12,007.56		650.00
Low District Costs		100.00		500.00		100.00		850.00		400.00

Estimated statewide security personnel costs for school districts are projected at $8,393,023.91 based on survey responses.

Significant costs were reported for fencing (29 districts reporting costs of $61,277.95, representing a mean district cost of $2,113.03), window guards (2 districts reporting costs of $17,671.00, representing a mean district cost of $8,835.50), and K-9 patrols (2 districts reporting costs of $26,406.20, representing a mean district cost of $13,203.10).

Table L. Summary of Vandalism Security Costs on Estimated Statewide Costs (Estimated statewide costs are projected based on the percentage of survey responses for each security cost classification, assuming that the responses approximate statewide loss experience).

	Estimated Statewide Costs
Exterior Building Lighting	$ 512,381.76
Security Equipment	3,085,170.58
Break Resistant Windows	586,405.20
Security Personnel	8,393,023.91
Total	$12,576,077.46

G. VANDALISM AND SCHOOL SECURITY POLICIES - This section of the survey sought to determine the extent of school district policies concerning vandalism and school security. Table M is formatted to record percentage responses for urban, suburban, rural and rapidly growing school districts, with a composite of all responses.

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Vandalism Committee
1975 School Vandalism Survey

Table M : Vandalism and School Security Policies

	Composite of All Responses		Urban District Responses		Suburban District Responses		Rural District Responses		Rapidly Growing Responses	
	% YES	% NO	% YES	% NO	% YES	% NO	% YES	% NO	% YES	% NO
Capture vs. Deterring Vandals	45%	55%	39%	61%	45%	55%	40%	60%	50%	50%
Policy Interrogation of Suspected Student Vandals	59	41	72	28	62	38	47	53	64	36
Trespassing-Controlled Access	62	38	72	28	63	37	59	41	44	56
Security Measures - Use of Specific Security Measures	40	60	50	50	38	62	38	62	38	62
Training Security Personnel	8	92	24	76	10	90	0	100	0	100
Reporting Vandalism	81	19	100	0	83	17	67	33	90	10
Parental Restitution of Costs	84	16	98	8	88	12	71	29	90	10
Municipal Cost Sharing for Vandal Prevention	15	85	13	87	16	84	12	88	10	90
Community Involvement	55	45	46	54	60	40	48	52	60	40
Student Involvement	66	34	77	23	73	27	51	49	30	70
Construction Design to Minimize Vandalism	29	71	46	54	26	74	25	75	50	50

Most boards of education, as indicated from survey responses, have addressed via policies the problems of (1) police interrogation, (2) trespassing, (3) reporting vandalism, (4) parental restitution of vandal costs, (5) community involvement, and (6) student involvement. Vandalism areas not addressed by the majority of school districts, as indicated by survey responses are (1) the capture vs. the deterring of vandals, (2) the use of specific security measures, (3) the training of security personnel, (4) municipal cost sharing for vandal prevention, and (5) construction design to minimize vandalism.

SURVEY HIGHLIGHTS

1. A total of 249 responses was received from the 586 operating public school districts in New Jersey. The 42% response to this detailed survey is viewed as a representative sampling by the Vandalism Committee.

2. The greatest school district response to the Vandalism Survey was recorded in the glass breakage classification, with a 76% response rate.

3. The total estimated statewide costs to school districts due to vandalism are projected at $5,144,485.31, based on survey responses.

4. The total estimated statewide costs for vandalism reduction and prevention are projected at $12,576,073.45, based on survey responses.

5. The combined annual expenditures made by New Jersey's public school districts are estimated at $17,720,558.76 as projected from survey responses.

6. Districts reporting to the survey indicated that vandalism most often occurred in washrooms (mean costs of $1,430.76 per district) and to school building exteriors (mean costs of $3,049.31 per district) on weekends, holidays and vacations, indicating that vacant school buildings are prime targets of school vandals.

7. The estimated statewide costs for security personnel is projected at $8,393,023.91, based on survey responses.

8. The most frequent responses to vandal reduction methods (exterior lighting, security equipment, break resistant windows and security personnel) indicate an emphasis on immediate solutions to vandalism problems. Long range solutions in the area of community involvement, parental guidance and pupil education received fewer responses.

9. Most boards of education have addressed the problems of school vandalism and security in the areas of policy interrogation, trespassing, reporting vandalism, parental restitution for vandal acts, community involvement and student involvement.

VANDALISM COMMITTEE STATEMENT

The New Jersey School Boards Association's Ad Hoc Committee to Study School Vandalism expresses its sincere appreciation to those school districts responding to the survey. The survey results will be of tremendous assistance to the Committee in concluding its work. The survey results should be used by school districts to assess the extent of vandalism in their districts and to compare vandalism losses with vandalism reduction and prevention costs.

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OFFICE OF
DRUG ABUSE SERVICES

BUREAU OF SOCIAL SCIENCE RESEARCH
and
PROGRAM EVALUATION

A SURVEY OF SUBSTANCE USE AMONG JUNIOR AND SENIOR HIGH SCHOOL STUDENTS IN NEW YORK STATE

Report No. 1: Prevalence of Drug and Alcohol Use

Winter 1974/75

New York State
OFFICE OF DRUG ABUSE SERVICES
2 World Trade Center
New York, New York 10047

November, 1975

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OFFICE OF DRUG ABUSE SERVICES
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The Commission's Bureau of Prevention and Education was responsible for distributing questionnaires to schools, assisting schools with administration of the survey and returning completed questionnaires to the Bureau of Social Science Research. The faculty and staff of selected junior and senior high schools administered the questionnaire.

INTRODUCTION

Hundreds of surveys have been conducted, mainly among limited populations, to gain perspective on the scope and patterns of non-medical substance abuse. Policy makers and concerned citizens have used these surveys for rational planning of drug treatment and prevention programs, and for allocating resources to combat this serious public problem.

This survey is the fourth conducted by New York State. Its intent is to achieve an understanding of the drug using patterns of youngsters in the State's secondary schools. The three prior surveys were conducted in 1968, 1970 and 1971. The 1968 study surveyed the public's knowledge of the prevalence and effects of specific types of drug use, and its attitudes concerning users and treatment. This first survey by the newly organized Narcotic Addiction Control Commission found that the age grouping with the greatest knowledge about drugs and with the greatest proportion who knew at least one person using drugs was the 17-19 year olds.*

In 1970, the Commission assessed the prevalence of drug use in the general population of the State. It found that high school students comprised a measurable and, in some cases, a substantial proportion of regular drug users (those who used at least six times per month) for all of the seventeen drug categories in the study.**

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* Glaser, D. and Snow, M., "Public Knowledge and Attitudes on Drug Abuse in New York State", N.Y. State Narcotic Addiction Control Commission, September, 1969.

** Chambers, Carl D. and Inciardi, James A., An Assessment of Drug Use in the General Population. New York: New York State Narcotic Addiction Control Commission, 1971.

Through the 1970-71 school year, the Commission assisted a number of school districts in a survey of drug use and attendant attitudes among their students. Data were reported out on the ninth and eleventh grades. Students were mainly from rural areas of the State. Alcohol use and drug use were reported by over 50% and over 20% of these students respectively.

This current assessment of youthful drug use in the State was planned during the latter part of 1973 and into 1974. Indications such as admissions to treatment showed this phenomenon to be complex and in flux. Moreover, the media as well as individuals in the prevention and treatment professions were reporting increased observations of alcohol use and polydrug use among young people. Thus, this present survey was initiated to gather in detail the extent and dimensions of alcohol and drug use among a scientifically drawn sample of New York's students in grades seven through twelve. This survey, whose data were gathered in the winter of 1974-75, was conceived as a benchmark study - to establish a statistical baseline against which trends could be measured. In the future, reassessments will be made periodically using similar questionnaires.

The questionnaire used for this survey probed several related areas as well as drug use patterns among the State's junior and senior high school students. A subsequent report will examine the results generated by questions of prevention awareness and effectiveness. In this first report the data concern only the extent of alcohol and drug use. It is organized into three parts. First, we present the sample and how it was drawn from all the seventh through twelfth grades in the public schools in New York State. (It should be noted that generalizations cannot, therefore, be made to out-of-school youngsters nor to youths in private and parochial schools.) In the second part, we discuss the questionnaire, its construction, and problems encountered in its application. The third part, presenting the findings of the study, is composed of three sections: overall prevalence, recency and frequency of use by substance; specific substance use by area and grade; and multiple substance use patterns.

From an overall methodological perspective, the data from suburban and rural areas appear considerably more reliable than the data gathered in New York City. Attendance-enrollment discrepancies and the proportion of incomplete questionnaires were substantially higher in the latter location. This is explored further in the section discussing the sample. It is pure guesswork to attribute drug use to any proportion of those who were absent or who did not answer a drug use question. Nevertheless, findings from New York City are likely to underrepresent to an unknown degree the actual amount of drug use there, and are consequently somewhat questionable.

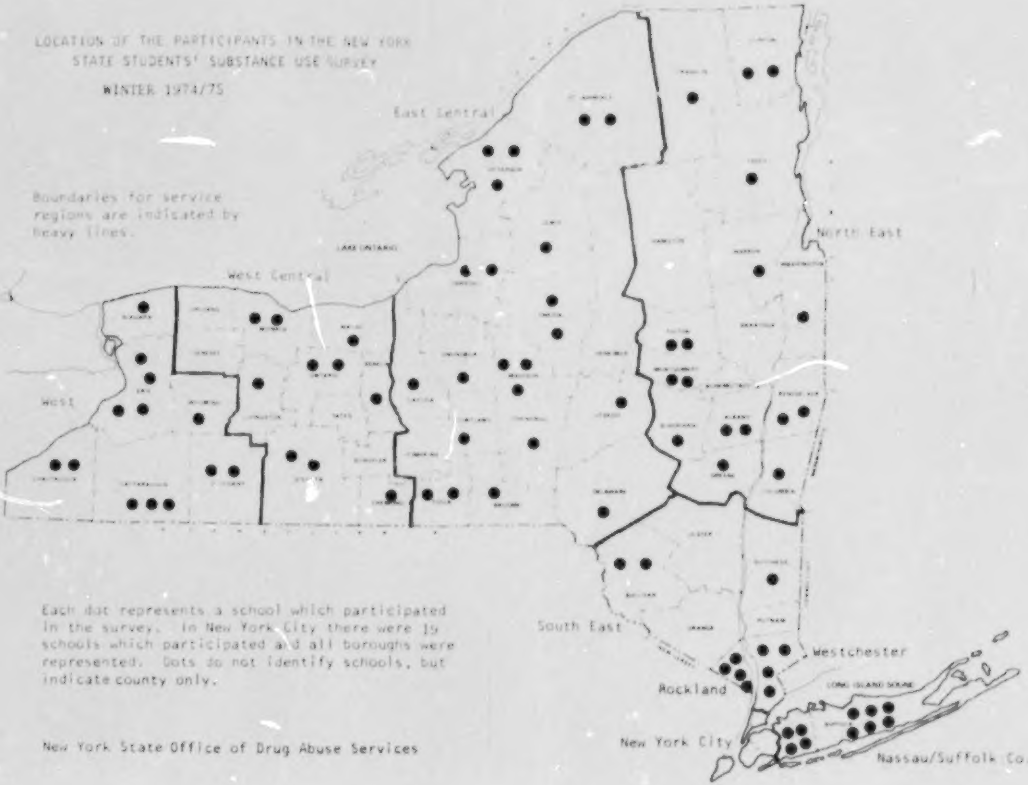
SAMPLE

To achieve the objectives of this study, it was necessary to select a representative sample from the 1,600,000 students in grades 7 through 12 in the public schools of New York State. It was deemed impractical from a logistical and administrative standpoint to draw a random sample of students from throughout the State. Furthermore, because of the small number of pupils who would have been included from each school, assurances of confidentiality would have been less convincing to the students. It was concluded, therefore, that the smallest analytic unit from which a sample could be drawn was an entire grade in a school.

The sampling frame listed all grades seven through twelve in the State. The schools that contained these grades were stratified into geographic areas corresponding to the seven regions indicated in Figure 1, and further allocated into strata by degree of urbanization. Schools were then randomly drawn to maximize the inclusion of a grade from each stratum, and in such a manner that each stratum in the sample contained school populations proportionate to the overall school population in the five New York City boroughs and the six upstate service regions. Thus, there were 42 combinations of the seven regions and six grades, 7 through 12. One hundred and two schools from all over the State cooperated in the survey - each school providing access to the randomly selected grade within the school. In all, 22,600 questionnaires were received from these schools. In order to fulfill our obligation of rapid feedback to all participating schools while maintaining representativeness, not all the questionnaires received were coded and tabulated.

LOCATION OF THE PARTICIPANTS IN THE NEW YORK
STATE STUDENTS' SUBSTANCE USE SURVEY

WINTER 1974/75


East Central
LAKE ONTARIO
West Central
North East
West
South East
Westchester
LONG ISLAND SOUND
Rockland
New York City
Nassau/Suffolk Co.

Boundaries for service regions are indicated by heavy lines.

Each dot represents a school which participated in the survey. In New York City there were 19 schools which participated and all boroughs were represented. Dots do not identify schools, but indicate county only.

New York State Office of Drug Abuse Services

From each of the 42 region-grade level combinations, therefore, a random sample of completed questionnaires was drawn that was proportional to the 1973 student population in that area. Table 1 presents the composition of the student population and the sample.

In New York City the Board of Education, through the Office of Educational Evaluation, provided the administrative procedures used for contacting the schools. For the remainder of the State, cooperation for the study was sought by contacting the schools which fell into the sample. In all cases a copy of the questionnaire was sent to each principal, together with a letter explaining the purpose of the study, offering a pledge of confidentiality and detailing the procedures to be followed. Regional staff members of the Bureau of Prevention and Education assisted each of the schools in managing the logistics of distribution and collection of the questionnaires.

Optimally, in a survey of this nature, (a) all invited schools agree to participate in the study, (b) all students enrolled in the selected grade are present on the day of the survey, (c) all students who are present participate and (d) all students who participate fill out the questionnaire completely and consistently.

In fact, about two-thirds of the schools selected for the sample agreed to participate. About half the refusals cited administrative reasons, and about half cited the content of the questionnaire. When a school refused, the same grade from another randomly selected school in the same region was substituted. Figure 1 indicates the general locations of the participating schools.

TABLE 1

6

SCHOOL SURVEY PARTICIPANTS COMPARED WITH TOTAL SCHOOL POPULATION

New York State Students in 7th Through 12th Grades

Winter 1974/75

Area and Grade Level	1973 Total Enrollment*		1974-75 Sample	
	Number	Percent	Number	Percent
New York City	498,497	31.2%	2,616	30.6%
7- 8th Grade	157,001	9.8	733	8.6
9-10th Grade	202,480	12.7	1,118	13.1
11-12th Grade	139,016	8.7	765	8.9
Suburbs N.Y. City	414,386	25.9	2,524	29.5
7- 8th Grade	137,610	8.6	862	10.1
9-10th Grade	146.151	9.1	888	10.4
11-12th Grade	130,625	8.2	774	9.0
Upstate N.Y.	686,471	42.9	3,413	39.9
7- 8th Grade	237,649	14.9	1,175	13.7
9-10th Grade	241,981	15.1	1,160	13.6
11-12th Grade	206,841	12.9	1,078	12.6
Geographic Regions**				
New York City	498,497	31.2	2,616	30.6
Nassau/Suffolk Co.	305,853	19.1	1,667	19.5
Southeast Area	184,765	11.5	992	11.6
Northeast Area	120,804	7.6	672	7.9
East Central	195,668	12.2	1,075	12.6
West Central	130,098	8.2	607	7.1
West	163.669	10.2	924	10.8
Grade Level				
Seventh	270,969	17.0	1,478	17.3
Eighth	261,291	16.3	1,292	15.1
Ninth	295,658	18.5	1,620	18.9
Tenth	294,944	18.4	1,546	18.1
Eleventh	256,922	16.1	1,372	16.0
Twelfth	219,560	13.7	1,245	14.6
Number of Students	1,599,354	100.0%	8,553	100.0%

* State Education Department, Survey of Enrollment, Staff, and Schoolhousing, Fall 1973, The University Of The State of New York, Information Center on Education, Albany, N.Y.

** See map for counties included in regions.

Over 80 percent of the students enrolled in the grades sampled were in attendance on the day of the survey. This figure is somewhat lower than the reported attendance rate of 89 percent (on an average 1973 day) supplied by the New York State Department of Education.

In more than 90 percent of the schools, over 95 percent of the students in attendance participated in the survey. The schools with low student participation were not clustered in any grade or region. Thus, despite the voluntary nature of the survey, the obtained questionnaires represent most of the students in attendance.

As in any voluntary survey, the results must be interpreted with caution. Schools that declined to participate or had incomplete student participation may have different substance use patterns from those schools with full attendance or full participation represented in the survey. The tabulations are based only on participating schools and no attempt was made to correct for non-participating or incomplete schools.

Some students who participated did not respond to questions on substance use. Most students answered either all or none of these questions, so the analyses for the various substances are based primarily on the same students. The response rate was lower in New York City (especially in grades 7-8) than in the rest of the State. Therefore, the statewide average, to the extent non-respondents differ from respondents, underrepresents these New York City students. Insofar as users of substances may refuse to answer questions about use, comparisons between cohorts with different non-response rates are questionable.

THE QUESTIONNAIRE

The questionnaire employed in this survey was a ten-page booklet entitled "Statewide Periodic Assessment of Actions and Attitudes Among Young People." It was pretested in urban and suburban schools and found suitable for administration to the target study population. The instrument was designed to be self-administered and completed in one class period.

No questions on ethnicity, race or religion were included in this questionnaire so as not to violate New York City guidelines for research in public schools. With very few exceptions, the questions were the multiple choice type and simply required the student's circling or checking the appropriate response. The Bureau pledged confidentiality to the students, and they were instructed both by their teachers and by an introductory page in the instrument not to write their names anywhere on the booklet. In addition, gummed labels were provided for the students to seal their questionnaires upon completion.

The instrument has three major sections: The first section was designed to provide demographic and background information on the respondent as well as his/her awareness of drug treatment and information services in the community. The second section examined attitudes toward, and participation in, school drug education and prevention programs. It also assessed opinions about a wide range of community resources as believable and approachable sources of information and help with drug problems. Finally, it measured general attitudes toward risk-taking, family, peers and school.

In the third part of the questionnaire, there were items which pertained to the student's own use and friends' use of eight categories of substances listed and defined at the beginning of the section. These included alcohol, depressants, L.S.D. (or similar substances), marijuana/hashish, narcotics, solvents, stimulants and tobacco. Questions on tobacco use were included only to facilitate gathering data about the use of other substances; hence, these data will not be presented. The three most important sets of questions dealt with the respondent's *recency of use* (seven options from "never used" to "used last week"), *frequency of use* (six options from "not used in the last six months" to "used more than 30 times in the last six months"), and *age of first use* of the eight substance categories.

Some discrepancies in responses resulted from inconsistent terminology in the questionnaire. The section relating to age asked the student to indicate the age at which any of the substances were first *tried*, while the other two sections asked how recently and frequently they had been *used*. A substantial number of students responded that they had tried a substance for the first time at a particular age, but in the recency section stated that they had never used it. Our analysis revealed that the word "tried" seemed to connote to the students a one-time occurrence, while the word "used" seemed to imply more frequent involvement with a substance. This apparent inconsistency was resolved by categorizing the student as having "used" the substance.

Internal consistency checks in the substance use section were made possible by the three types of data requested (recency, frequency and age of first use) and were done on a drug by drug basis. If a student answered none of the questions on use of a particular substance, he could not be included in the calculation of that drug use rate. Certain inconsistent responses (for example, a student who claimed never to have tried a drug but who reported how long ago he last used it) were treated as if no response were made; however, other inconsistent responses, such as the "age first tried-never used" discrepancy indicated earlier, had meaningful interpretations and were not excluded from the calculations.

If a student responded in a "frivolous" manner (for example, marking the highest recency and highest frequency categories for every substance) doubt was cast on the validity of all his answers in the drug use section. In such a case, his responses were excluded from the calculation of rates of use for all substances. Less than 4 percent of the students gave frivolous responses.

In the frequency section, the lack of a specific "never used" category may have aroused suspicion in the students. The minimal frequency option was "not used in the last six months," and it was meant to be the response for those who had "never used" as well. Many students who had not used a particular substance responded to this section by creating their own "never used" codes or by writing in the words "never used" next to the appropriate substance. Students who left any of the frequency items blank but who had corroborating evidence from the other two sections of having never used were included in the "not used in the last six months" totals.

Finally, despite the Bureau's best efforts to design an instrument with language and instructions which could be understood by all the students surveyed, some difficulties in comprehension were encountered, particularly among seventh graders throughout the State and among Spanish-speaking students in New York City. The language problems were reported by members of the Prevention staff who helped distribute and oversee the administration of the survey in the schools.

In processing the questionnaires, several types of quality control procedures were employed to insure the usefulness of the data. When the questionnaires were coded, a rechecking of twenty percent of them was required. Additional mistakes were sought through computer programs designed to identify errors such as blank columns which should have contained data values. Corrections were made by returning to the original questionnaire booklets.

FINDINGS: Prevalence, Recency, and Frequency of Substance Use

The analysis of data is presented in the following text and tables. It should be noted that the use of depressants, narcotics, and stimulants is not necessarily illegal, since students may have used them under medical supervision.

Table 2 presents the prevalence and recency of use of the various substance categories. As expected, alcohol emerges as the substance which is used by most students. One-third of the students indicated that they used marijuana at least one time. Stimulants and depressants also emerge as salient substance categories being used by about one-tenth of the students. The recency data show similar patterns. Almost two-thirds of the students have used alcohol within the last six months, and 26 percent report marijuana use during the same period. Summary data at the bottom of Table 2 indicate that over a third of the students have used some substance other than alcohol, and that 28 percent of the students have done so within the last six months. The summary data also show that virtually all of the students who ever used any substance used alcohol, and that almost all students who ever used any substance other than alcohol used marijuana. It should be noted, however, that an additional analysis, not presented here, indicated that 60 percent of the marijuana users had never used any other substance with the possible exception of alcohol. These findings are important because they indicate that while most users of other drugs have used marijuana, marijuana use *per se* does not appear to lead to use of other drugs.

TABLE 2

STUDENTS' ADMITTED SUBSTANCE USE

Sampling of 8553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Type of Substance*	Percent of Responding Students Who			Percent of Usable Responses***
	Never Used	Ever Used	Used in Last Six Months**	
ALCOHOL	18.3	81.7	64.1	90.6
DEPRESSANTS	90.7	9.3	5.6	90.7
L.S.D.	94.0	6.0	3.1	91.5
MARIJUANA/HASH.	68.2	31.8	26.5	90.5
NARCOTICS	96.3	3.7	2.2	90.5
SOLVENTS	94.8	5.2	1.9	91.0
STIMULANTS	91.3	8.7	5.5	90.6
Any one of above	17.2	82.8	66.7	90.6+
Any one of above except alcohol	65.1	34.9	28.2	90.1+

*ALCOHOL (beer, wine, hard liquor, etc.)
DEPRESSANTS (downers, Quaalude®, Seconal®, Tuinal®, barbs, etc.)
L.S.D. OR SIMILAR SUBSTANCES (mescaline, peyote, psilocybin, DMT, etc.)
MARIJUANA OR HASHISH (pot, grass, hash)
NARCOTICS (heroin, smack, junk, opium, codeine, paregoric, morphine, etc.)
SOLVENTS (sniffing glue, gasoline, paint thinner, etc.)
STIMULANTS (uppers, methedrine, speed, Dexedrine®, Dexamyl®, cocaine, etc.)

**Base N's may change due to incomplete responses.

***Usable responses exclude those for which information was absent, internally inconsistent, or frivolous.

+Students who admitted some use of any substance or who denied use of all relevant substances.

Table 3 presents the extent to which students have used the various substance categories in the last six months. These data basically show that the frequency of substance use is low. Except for alcohol, a majority of students did not use any substance in the last six months. Even when substance use is admitted, the most commonly appearing frequency of such use is, with the exception of alcohol and marijuana, less than once a month.

Table 4 attempts to bring the recency of substance use into sharper focus. These data show the percentage of users of a particular substance who used that substance within the last six months. Thus, for example, the table shows that of the 82 percent of the students who ever used alcohol, about 78 percent used it in the last six months. Overall, the results show that if a student has ever used a substance, he is likely to have used that substance in the last six months. This generalization applies to over three-fourths of marijuana and alcohol users. It applies to more than half of the depressant, L.S.D., narcotics and stimulant users, but to only about a third of the solvent users.

FINDINGS: Specific Substance Use by Area and Grade

Tables 5 through 11 depict substance use by students in New York State according to area and grade. Area refers to each of the three geographical areas which comprise approximately equal school populations as follows: "New York City" includes the five boroughs; "suburbs" include Nassau, Suffolk, Westchester and Rockland counties; and "upstate" includes the remainder of New York State. Two grades are combined for each grade category so that the six grades studied are represented by

TABLE 3

FREQUENCY OF SUBSTANCE USE IN LAST SIX MONTHS

Sampling of 3553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Type of Substance*	Frequency of Substance Use in Last Six Months (Percent of Responding Students)				Percent of Usable Responses
	No Use	1 to 5 Times	6 to 30 Times	31 or More Times	
ALCOHOL	33.5	32.1	28.9	5.5	84.7
DEPRESSANTS	94.6	3.2	1.9	0.3	90.0
L.S.D.	97.1	1.9	0.9	0.2	91.0
MARIJUANA/HASH.	73.8	9.0	10.3	6.4	88.5
NARCOTICS	98.0	1.0	0.7	0.3	90.1
SOLVENTS	98.2	1.1	0.5	0.2	90.5
STIMULANTS	94.6	2.9	2.0	0.4	89.9

*Substance types are defined in Table 2.

TABLE 4

RELATIVE RECENCY OF SUBSTANCE USE

Sampling of 8553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Type of Substance*	Percent Who Ever Used Substance	Percent of Users Who Indicated Substance Use in Last Six Months	Percent of Usable Responses
ALCOHOL	81.7	78.5	90.6
DEPRESSANTS	9.3	60.1	90.7
L.S.D.	6.0	51.7	91.5
MARIJUANA/HASH.	31.8	83.3	90.5
NARCOTICS	3.7	60.2	90.5
SOLVENTS	5.2	36.4	91.0
STIMULANTS	8.7	63.6	90.6
Any one of above	82.8	90.5	90.6**
Any one of above except alcohol	34.9	90.8	90.1**

*Substance types are defined in Table 2.

**Students who admitted some use of any substance or who denied use of all relevant substances.

three mutually exclusive classifications. It should be noted that for most substances there are significant differences in rates of use between school grades that were grouped together. Even within specific grade and region combinations, there are significant differences between schools. Thus, the reported rates can only apply as generalities, and should not be applied to any particular grade or school.

Two indicators of substance use are presented in each of the seven tables that follows: (1) the percent of respondents who ever used a given substance and (2) the percent of students who used a given substance in the last six months. The used-in-the-last-six-months rates are a more useful measure of the youths' substance use behavior. This measure controls for the influence of age and, hence, time at risk, that is heavily reflected in the ever used rates. Therefore, substance use in the last six months provides an estimate of current drug behavior that is more relevant to the concerns of program planning, research and school personnel.

Throughout the following seven tables, three generalities prevail:

1. The percentage of students who have used substances in the last six months increases with grade category, except in the case of solvents.
2. New York City has lower substance use rates than other areas. It is felt that for all areas of the State the use rates are probably underestimates. This generalization particularly applies to New York City where there was a lower usable response rate (10 percent lower). Consequently, the findings for New York City could be

viewed as more conservative estimates. Alternatively, one could conjecture that the lower New York City rates are indicative of new trends.

3. Overall, the percentage differences between suburbs and upstate are not very great, but suburban rates are consistently higher than upstate rates.

Table 5, depicting alcohol use, indicates that almost 82 percent of the students in the sample have used this substance, with nearly two-thirds of them admitting recent use, that is, use within the last six months. The figures for suburban and upstate areas are notably similar.

Table 6 describes the use of depressants, with more than 9 percent of the sample admitting the use of these substances. As with alcohol, older students are more likely to admit recent depressant use than younger ones.

The use of hallucinogens, which are illegal substances, is indicated in Table 7. Their use appears to be most popular among older, suburban students, which is not dissimilar to depressant use depicted in Table 6.

Almost thirty-two percent of the sample admitted using marijuana or hashish as shown in Table 8. More than one-fourth of the sample admitted recent use of these substances. Most use occurred among students in the 11-12th grade category.

Table 9 describes narcotics use admitted by students in the sample. Once more, the phenomenon of use occurs primarily among older students. Less than 4 percent of all students in the sample admitted use, thereby making narcotics the substance category with the lowest usage rates.

TABLE 5

USE OF ALCOHOL* BY AREA AND GRADE

Sampling of 8553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Area and Grade Level	Alcohol Use			
	Percent Who Never Used	Percent Who Ever Used	Percent Who Used In Last Six Months	Percent of Usable Responses
New York State	18.3	81.7	64.1	90.6
New York City	25.0	75.0	54.3	84.3
7-8th Grade	44.8	55.2	30.8	72.7
9-10th Grade	20.1	79.9	59.8	88.7
11-12th Grade	16.6	83.4	64.8	88.8
Suburbs of N.Y. City	15.0	85.0	69.3	93.4
7-8th Grade	26.3	73.7	50.4	91.4
9-10th Grade	12.5	87.5	73.1	93.0
11-12th Grade	5.9	94.1	85.2	96.1
Upstate New York	16.2	83.8	66.9	93.4
7-8th Grade	29.0	71.0	47.8	92.7
9-10th Grade	12.9	87.1	70.1	91.1
11-12th Grade	6.1	93.9	83.8	96.8

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*Alcohol use includes beer, wine, hard liquor, etc.

TABLE 6

USE OF DEPRESSANTS* BY AREA AND GRADE

Sampling of 8553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Area and Grade Level	Depressants Use			
	Percent Who Never Used	Percent Who Ever Used	Percent Who Used In Last Six Months	Percent of Usable Responses
New York State	90.7	9.3	5.6	90.7
New York City	93.3	6.7	4.1	84.9
7-8th Grade	97.3	2.7	2.2	75.0
9-10th Grade	94.0	6.0	3.5	89.6
11-12th Grade	89.1	10.9	6.6	87.5
Suburbs of N.Y. City	88.9	11.1	6.4	93.1
7-8th Grade	96.1	3.9	2.3	91.6
9-10th Grade	91.3	8.7	5.1	93.4
11-12th Grade	78.5	21.5	12.5	94.3
Upstate New York	90.2	9.8	6.0	93.4
7-8th Grade	96.2	3.8	2.3	93.3
9-10th Grade	91.9	8.1	5.0	91.2
11-12th Grade	82.3	17.7	10.8	95.9

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*Depressants include downers, Quaalude®, Seconal®, Tuinal®, barbs, etc.

TABLE 7

USE OF HALLUCINOGENS* BY AREA AND GRADE

Sampling of 8553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Area and Grade Level	Hallucinogens Use Percent Who Never Used	Percent Who Ever Used	Percent Who Used In Last Six Months	Percent of Usable Responses
New York State	94.0	6.0	3.1	91.5
New York City	95.8	4.2	2.5	85.3
7-8th Grade	97.8	2.2	1.1	75.0
9-10th Grade	96.7	3.3	2.1	89.9
11-12th Grade	92.8	7.2	4.3	88.5
Suburbs of N.Y. City	92.6	7.4	3.8	94.1
7-8th Grade	98.0	2.0	1.3	92.5
9-10th Grade	94.3	5.7	3.1	94.4
11-12th Grade	84.8	15.2	7.4	95.5
Upstate New York	93.8	6.2	3.0	94.2
7-8th Grade	98.2	1.8	1.1	93.9
9-10th Grade	95.6	4.4	2.2	92.1
11-12th Grade	87.5	12.5	5.7	96.9

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*Hallucinogens include L.S.D., mescaline, peyote, psilocybin, DMT etc.

TABLE 8

USE OF MARIJUANA OR HASHISH* BY AREA AND GRADE

Sampling of 8553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Area and Grade Level	Marijuana or Hashish Use			
	Percent Who Never Used	Percent Who Ever Used	Percent Who Used In Last Six Months	Percent of Usable Responses
New York State	68.2	31.8	26.5	90.5
New York City	66.6	33.4	27.1	84.5
7-8th Grade	87.2	12.8	9.6	73.8
9-10th Grade	65.0	35.0	29.5	89.4
11-12th Grade	52.3	47.7	37.7	87.5
Suburbs of N.Y. City	64.3	35.7	30.4	92.5
7-8th Grade	87.6	12.4	9.8	91.5
9-10th Grade	63.5	36.5	32.1	91.3
11-12th Grade	40.1	59.9	50.6	95.0
Upstate New York	72.1	27.9	23.3	93.6
7-8th Grade	91.3	8.7	7.0	93.4
9-10th Grade	70.7	29.3	24.6	91.2
11-12th Grade	53.2	46.8	39.1	96.4

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*Marijuana or hashish includes pot, grass, hash.

TABLE 9

USE OF NARCOTICS* BY AREA AND GRADE

Sampling of 8553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Area and Grade Level	Narcotics Use			
	Percent Who Never Used	Percent Who Ever Used	Percent Who Used In Last Six Months	Percent of Usable Responses
New York State	96.3	3.7	2.2	90.5
New York City	96.9	3.1	1.7	84.8
7-8th Grade	97.8	2.2	1.3	74.4
9-10th Grade	97.1	2.9	1.5	89.9
11-12th Grade	95.8	4.2	2.2	87.5
Suburbs of N.Y. City	96.2	3.8	2.3	93.3
7-8th Grade	97.6	2.4	1.4	91.5
9-10th Grade	96.9	3.1	2.4	93.1
11-12th Grade	94.0	6.0	3.2	95.5
Upstate New York	96.0	4.0	2.5	92.9
7-8th Grade	97.8	2.2	1.4	93.5
9-10th Grade	96.1	3.9	2.6	90.4
11-12th Grade	94.0	6.0	3.6	94.8

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*Narcotics include heroin, smack, junk, opium, codeine. paregoric, morphine, etc.

The admitted use of solvents is shown in Table 10. In this case, however, the general substance use/age relationship is reversed. Solvents appear to be substances used mostly by younger students.

Figures reflecting admitted use of stimulants appear in Table 11. The reported use of stimulants among 11-12th graders is dramatically higher than in the lower grades. This difference occurs, strikingly, in all areas of New York State and, in the case of recent use, is more than twice the use indicated in the preceding grade category.

FINDINGS: Multiple Substance Use Patterns

Recently, the drug literature has begun to report the appearance of a hitherto unexplored phenomenon called multiple substance use or polydrug abuse. Basically, these terms refer to the ingestion of a variety of drugs, often serially or simultaneously, to achieve different kinds of "highs." While the data herein do not necessarily reflect simultaneous multiple substance abuse per se, one can nevertheless attempt to assess the use of more than one substance in a relatively delimited period of time - six months. Tables 12 and 13 present the numbers and kinds of substances used by the students in the six months prior to the survey.

Table 12 indicates the number of substances used exclusive of alcohol. In every area-grade combination, there were more single substance users than multiple substance users and still more students who had used no substance other than alcohol. Thus, multiple substance use is not the predominant pattern among students surveyed.

TABLE 10

USE OF SOLVENTS* BY AREA AND GRADE

Sampling of 8553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Area and Grade Level	Solvents Use			
	Percent Who Never Used	Percent Who Ever Used	Percent Who Used In Last Six Months	Percent of Usable Responses
New York State	94.8	5.2	1.9	91.0
New York City	96.9	3.1	1.4	85.1
7-8th Grade	97.1	2.9	1.5	74.6
9-10th Grade	96.0	4.0	1.8	90.2
11-12th Grade	98.2	1.8	0.7	87.7
Suburbs of N.Y. City	94.2	5.8	1.8	93.7
7-8th Grade	94.6	5.4	3.0	91.6
9-10th Grade	94.0	6.0	1.8	93.7
11-12th Grade	94.2	5.8	0.5	95.9
Upstate New York	93.6	6.4	2.3	93.6
7-8th Grade	93.7	6.3	2.7	93.4
9-10th Grade	93.4	6.6	2.3	91.6
11-12th Grade	93.8	6.2	1.9	96.1

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*Solvents include sniffing glue, gasoline, paint thinner, etc.

TABLE 11

USE OF STIMULANTS* BY AREA AND GRADE

Sampling of 8553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Area and Grade Level	Stimulants Use			
	Percent Who Never Used	Percent Who Ever Used	Percent Who Used In Last Six Months	Percent of Usable Responses
New York State	91.3	8.7	5.5	90.6
New York City	93.6	6.4	4.3	84.5
7-8th Grade	97.8	2.2	1.5	73.8
9-10th Grade	94.4	5.6	3.6	89.6
11-12th Grade	89.1	10.9	7.5	87.2
Suburbs of N.Y. City	89.7	10.3	6.4	93.2
7-8th Grade	96.2	3.8	1.9	91.9
9-10th Grade	91.7	8.3	5.4	93.5
11-12th Grade	80.4	19.6	12.4	94.4
Upstate New York	90.9	9.1	5.8	93.5
7-8th Grade	96.1	3.9	2.4	93.4
9-10th Grade	92.7	7.3	4.5	91.0
11-12th Grade	83.5	16.5	10.6	96.1

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*Stimulants include uppers, methedrine, speed, Dexedrine®, Dexamyl®, cocaine, etc.

TABLE 12

PERCENTAGE OF STUDENTS WHO ADMITTED MULTIPLE SUBSTANCE USE IN THE LAST SIX MONTHS BY AREA AND GRADE LEVEL

Sampling of 8553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Area and Grade Level	Number of Substances Admitted Other Than Alcohol*						Percent of Usable Responses**
	0	1	2	3	4	5+	
New York State	71.8	19.8	3.7	2.2	1.6	1.0	90.1
New York City	71.5	22.0	3.0	1.8	1.1	0.7	84.1
7- 8th Grade	89.1	8.4	0.9	0.4	0.4	0.7	72.9
9-10th Grade	69.4	24.6	2.8	1.6	1.1	0.5	89.2
11-12th Grade	60.5	29.0	4.8	3.1	1.6	0.9	87.3
Suburbs of N.Y. City	68.2	21.9	4.1	2.6	2.1	1.0	92.3
7- 8th Grade	88.1	7.9	2.0	0.6	0.5	0.8	90.7
9-10th Grade	66.9	24.3	4.1	2.3	1.6	0.9	91.4
11-12th Grade	48.6	34.2	6.4	4.9	4.3	1.5	95.1
Upstate New York	74.6	16.7	3.8	2.1	1.5	1.2	93.1
7- 8th Grade	90.2	6.6	1.3	0.7	0.6	0.6	92.2
9-10th Grade	73.7	18.8	3.4	1.6	1.6	0.9	90.9
11-12th Grade	59.3	25.3	6.8	4.1	2.4	2.0	96.4

*Substance types are defined in Table 2

**Students who admitted any substance use or who denied use of all substances

Table 13 further analyzes recent multiple substance use according to the particular substances involved. For example, if a student used three substances other than alcohol in the last six months, he would appear on three lines of the table -- once for each substance. For each of his three substances, he would be listed as using two additional substances. Table 13 points out a major difference between marijuana and the other substances: over two-thirds of the users of marijuana used only marijuana; however, very few of those who used some substance other than marijuana used that substance exclusively. Thus, recent multiple substance use is not predominant among marijuana users but is predominant among users of other substances.

Tables 6, 7, 9, 10, and 11 present use of five substances other than alcohol or marijuana. Since multiple substance use was common among students using these substances, there is considerable overlap in the users mentioned in these tables. Table 14 summarizes this information by defining a category that includes all students who admitted recent use of "one or more other substances" other than alcohol or marijuana. Most of these students used marijuana and at least one additional substance. Other categories of recent users are those who used marijuana (and perhaps alcohol) in the last six months, and those who used only alcohol. In all areas and grade levels, with one minor exception, there were more users of marijuana only than of other substances, and even more who used only alcohol but no other substance. This closely parallels the conclusions drawn from Table 12.

TABLE 13

PERCENTAGE OF USERS BY NUMBER OF OTHER TYPES OF SUBSTANCES USED IN LAST SIX MONTHS (Alcohol Use Is Omitted)

Sampling of 9553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Type of Substance Used In Last Six Months*	No. of Students Who Admitted Use of Substance	Number of Other Substances Used In Last Six Months				
		0	1	2	3	4+
DEPRESSANTS	432	7.2	23.6	26.2	25.9	17.1
L.S.D.	242	2.1	15.9	19.4	34.3	27.3
MARIJUANA/HASH.	2951	69.9	12.9	7.7	5.8	3.7
NARCOTICS	171	3.5	17.5	19.9	20.5	38.5
SOLVENTS	143	25.7	18.9	13.5	15.5	26.4
STIMULANTS	429	3.0	22.8	30.1	26.3	17.7

*Substance types are defined in Table 2.

TABLE 14

SELECTED SUBSTANCE USE IN LAST SIX MONTHS BY AREA AND GRADE LEVEL

Sampling of 8553 New York State Students in 7th Through 12th Grades

Winter 1974/75

Area and Grade Level	All Substance Use Denied	No Substance Use Admitted In Last 6 Mos	Type of Substance Use Admitted: Only Alcohol Use Admitted	Marijuana Use Admitted*	One or more Other Substances**	Percent of Usable Responses***
New York State	17.2	16.1	38.7	18.5	9.5	90.6
New York City	22.5	18.4	30.6	21.0	7.5	84.2
7- 8th Grade	42.1	23.4	23.6	7.5	3.4	72.3
9-10th Grade	17.7	18.0	33.8	23.9	6.7	89.2
11-12th Grade	14.3	15.1	31.5	27.2	11.8	88.4
Suburbs of N.Y. City	14.2	14.3	40.1	20.7	10.7	93.4
7- 8th Grade	25.1	22.7	40.4	6.1	5.7	91.4
9-10th Grade	11.8	13.1	42.5	23.2	9.5	92.9
11-12th Grade	5.2	6.9	37.1	33.3	17.5	95.1
Upstate New York	15.7	15.9	43.2	15.2	10.1	93.5
7- 8th Grade	28.2	22.8	39.3	4.4	5.3	92.3
9-10th Grade	12.4	15.7	45.7	17.5	8.6	91.5
11-12th Grade	5.9	8.9	44.8	24.0	16.5	95.9

*Students in this category may also have used alcohol.

**Students in this category may also have used alcohol and/or marijuana. Substance types are defined in Table 2.

***Students who admitted some use of any substance or who denied use of all substances.

Although not reported here, similar analyses were performed on the reports of all substances ever used. Multiple substance use was thus defined as all those substances a person used in his lifetime rather than just in the last six months. The analysis of these data indicated that the conclusions concerning lifetime patterns of multiple substance use were the same as those reported here for recent use.

CONCLUSIONS

The following are some of the highlights presented in this report:

1) This study has focused on substance use. Except for L.S.D., marijuana, and solvents, whose use is illegal, all other substances may have been used legally.

2) Over 80 percent of the students have used alcohol at some time in their lives.

3) Almost one-third of the students have used marijuana at least once.

4) Each of the substances (other than alcohol and marijuana) was used by fewer than 10 percent of the students.

5) Virtually all of the students who have ever used any substance have also used alcohol.

6) Almost all users of substances other than marijuana have used marijuana as well; however, 60 percent of the marijuana users have never used any other substance with the possible exception of alcohol.

7) If a student has used a substance, he is likely to have used that substance in the last six months.

8) The percentages of students who used any substances other than alcohol and marijuana in the last six months were low.

9) Fewer than 10 percent of the students used more than one substance (other than alcohol) in the last six months.

10) Recent multiple substance use is not predominant among marijuana users, but is predominant among users of other substances.

11) About three-quarters of the students admitting using stimulants in the last six months used at least two or more other drugs in that same period.

12) About four of every five students who admitted recent narcotic use or hallucinogen use have used two or more other drugs recently.

13) Less than one-fifth of every hundred students who admitted recent marijuana use have used two or more other drugs recently.

14) The higher his grade category, the more likely it is that the student has used some substance.

15) New York City has lower substance use rates than either New York City suburbs or upstate. This finding may be due to lower response rates in New York City.

16) New York City suburbs generally have higher substance use rates than upstate, although the rate differences are not great.

[Extract from Impact, Vol. 1, No. 2, April 1973]

HOSTILITY IN THE SCHOOLS

(By Lavor K. Chaffin)

Completing an extra-curricular assignment one evening, a teacher went to his car to find obscene words scratched into the paint of its trunk lid. Another found all the wires stripped from the engine and also discovered sugar had been put into both the oil pan and the gasoline tank. The almost new auto never again operated properly.

A teacher, attempting to discipline a student, was struck by the student.

Teachers have received obscene phone calls.

Often when parents have been called to help with discipline problems they have upheld the offending student against the teacher.

Sound like the goings-on in some eastern ghetto school?

No, they are recorded actual events which have occurred in Utah schools—in classrooms and on school grounds along the Wasatch Front.

Such unexpected and non-traditional hostility in the schools is both a surprise and a puzzle to Utah educators. It has become a chief concern of school groups, with the Utah Education Association and other educational organizations calling on the public to help cope with the rising problem of the disruptive student.

The problem is both national and local and seems to be a product of the times.

Results of a recent poll of more than 2,000 elementary and secondary teachers by the Scholastic Institute of Teacher Opinion of Scholastic Magazines Inc., indicate the national scope of the problem. Teachers were asked to identify the biggest problems they face in day-to-day responsibilities. The results show that 52 percent of the teachers believe student reading is a top concern. The next most-mentioned concerns were the "turned-off student," 40 percent, and "discipline," 39 percent.

Both the "turned-off" student and the one requiring extra effort to achieve discipline are related to the general problem of hostility and the disruptive student.

A recent issue of "Education U.S.A.," a digest of education news published by the National School Public Relations Association, also underscores the national nature of the development. It quotes California State School Supt. Wilson Riles as declaring that school violence has created "hallways of fear." He has ordered a statewide study of school conflict and has called 200 education and community leaders together to discuss the rising incidence of physical attacks and violence.

In New York City, Education U.S.A. says, the number of attacks has grown so drastically that one school official is quoted as saying "we don't keep score any more."

A survey of 250 Granite District teachers, reported in the December issue of "Checkpoint," the district's staff newsletter, listed some issues which are "bugging teachers." At the junior high school level, "school rules that are too lenient" was listed in second place and "inadequate discipline" was listed in fourth place. ("Large class size" was listed first.)

At the senior high level, "school rules that are too lenient" was listed first and "inadequate discipline of students" was listed third. Behind "inadequate salaries."

There is no question that hostility, disruption, discipline—call it by any or all of these terms—has become a problem in the schools . . . and in society as well.

The simple necessity of keeping order has become more complicated in almost every aspect of human activity. The issue is a characteristic of the times, not necessarily a reflection on the schools.

Many observers feel that this generation's more liberal attitudes, deemphasis on tradition and discipline and the resultant trend to permissiveness—some say over-permissiveness—are key factors in the rise of school hostility and related problems.

In his book, "Horatio Alger's Children," Richard Blum, research associate in Stanford University's Institute for Public Policy Analysis, says the probability of drug use among teenage middle class youth can be predicted with 90 percent accuracy from studies of individual family structures. He identifies "high risk" families—those tending to produce drug abusers—as being permissive, politically liberal-radical left, of having disrespect or mistrust for authority and as being more disputations.

These individuals, Blum says, are marked by self-concern, self-indulgence, pursuit of pleasure, disregard of the rights of others and de-emphasis on self-discipline.

These threads can be recognized through the fabric of our society.

They not only contribute to drug abuse, they are at the base of much of our current difficulty, including hostility in the schools. Some would argue that the difficulties are small cost for the increase in personal freedom, the right to "do your own thing." Such advocates continually advise the young through all media, but perhaps particularly by television, to insist on their rights and they interpret those rights very liberally.

The experience of history seems to present a contrary truth. There are many who would agree with Blum that a return to traditional American values, strongly family centered, is the best and possibly the only answer to curbing the drug problem—and other problems in today's society, such as hostility in the schools.

Teachers themselves are part of the problem, in at least two ways—their conduct outside the schools and their conduct in the classroom.

In "Teacher and Child," Dr. Haim Ginott describes a number of vignettes which "demonstrate the destructive power of inappropriate comments and acts in everyday classroom situations." In the vignettes, Ginott's teachers say and do things which invite and inspire acts of hostility and disruption. In another chapter Ginott illustrates how teacher action can forestall such acts.

In recent years teachers' actions outside the classroom also have affected student behavior. Rightly or wrongly, teachers used to accept the system and cooperate with it. The teacher abided by school district rules and traditions and the system functioned with a considerable degree of discipline and stability. The principal held unquestioned authority in the school and the superintendent held a similar position in the district. Their roles as ultimate arbiters was challenged only when something extraordinary rocked the system.

Today, however, the situation has changed. A younger, more militant teacher corps now bargains with the school board and the state legislature about a whole host of matters—salaries, working conditions, a voice in decisionmaking at both school and district levels, methods of instruction, hours of work, extra-curricular duties or freedom from them, class size, ad infinitum.

Maybe this is necessary and teacher leaders generally applaud such developments. Most observers agree that the increased activity has been a major factor in achieving needed increases in teacher salaries.

Nevertheless, the example is plain and students read its implication: If you don't like the status quo, demand change . . . even if hostility and force seem necessary.

Students do, of course, see the same examples from many other sources. Almost all groups—the disadvantaged and the advantaged, the rich and the poor, the minorities and the majorities—clamor for special considerations. Why shouldn't students do the same?

Some way must be found to take the schools outside the area of conflict and hostility, elements which are doubly destructive to the education process. Hostility, disruption and violence not only destroy education for those involved in such activities, it also disrupts education for those attempting to follow convention and learn their lessons.

There must be a trend away from the general challenge and disrespect for authority which places an intolerable burden on teachers and administrators and which too often disastrously dilutes the quality of education for students—both those involved in acts of hostility and those who are innocent victims of those acts.

Discipline, both within the home and the school, and more particularly, individual discipline, appears to be the key to the issue.

Despite what the "do-it-your-own-way" advocates preach, the lesson of history and life is that discipline, not its absence, is the most critical key to freedom. This fact was recognized anciently and never has been disproven.

The Bible has some instructive words on the subject.

In Proverbs, Chapter 4, Verse 11, Solomon tells us:

"My son, despise not the chastening of the Lord; neither be weary of his correction:

"For whom the Lord loveth he correcteth; even as a father the son in whom he delighteth."

In a recently published book, "Parents-Children-Discipline—A Positive Approach," two former Utahns have some very instructive words about discipline.

Dr. Clifford K. Madsen and Dr. Charles H. Madsen Jr., both listed among the nation's foremost behavioral psychologists, prepared their volume as a special help for parents. They present a series of essays illuminating matters of discipline and some instructions for achieving discipline through love. At the close of each essay is a question and an answer, including these:

"Whom do we discipline?—We discipline those we love.

"Why do we discipline?—We discipline to provide for individual productivity and personal happiness.

"What does discipline take?—Then capacity for work must be developed."

(The Madsens, both associate professors at Florida State University, are sons of Charles H. Madsen Sr. of Bountiful who served many years as a teacher and principal in Carbon District and who, after a second retirement, served as substitute teacher in Davis and Granite districts.)

The lesson has been written over and over again, in almost every media by almost every civilization which has peopled the earth: true freedom comes only from self discipline. If you wish to succeed, you must pay the price of concentration.

If you want to become a Mark Spitz and win seven gold medals—or even just one—in swimming at the Olympic competition, you must discipline yourself to interminable hours of practice and to accepting the counsel and coaching of the best experts you can find. If you want to be a musician or a composer, or an artist or a writer you must follow a similar course. There is no easy way. Those who achieve the highest degree of self-discipline almost always will achieve the highest degree of success.

Discipline leads to freedom. Doing your own thing, without regard to consequences, leads only to chaos.

Somehow the message must be gotten across the parents and to teachers that school is a time of preparation, a time for discipline and learning to live—not learning to live by responding to individual whims, as some would have it—but a time to develop the discipline which will permit the individual student to meet and master the challenges of life.

The student in medical school does not go his own way. He masters the science of medicine or flunks out. He disciplines himself to accomplish a goal.

Society must view the schools as a special place where order and discipline are necessary stepstones to ultimate freedom.

Education can be viewed as a highway leading over a dangerous and difficult mountain pass. It would be difficult and time consuming and perhaps impossible for any traveler to make his own way and it would be extremely perilous to disregard the necessary traffic regulations. Without discipline a successful journey over the summit would be impossible.

Some of the order and authority which has been eroded away must be restored. Rules devised to promote learning must be re-established. The disciplinary roles of teachers and principals as guarantors of acceptable conditions for learning must be reaffirmed. Parents must be helped to realize they do their own children an injustice when they fail to discipline wisely and appropriately and that they grossly magnify their error when they encourage disobedient attitudes and even hostility at school.

Society must come to know that freedom without discipline is an illusion and that abolition of authority ultimately leads only to chaos and anarchy.

Educators, on the other hand, must strive to eliminate the weaknesses and abuses which invite efforts to counter authority and destroy discipline.

Whom do we discipline? We discipline those we love.

And surely parents, teachers, principals and all others concerned, love the children for whom the schools are constructed and operated and without whom the schools would have no purpose at all.

PART 3—REGIONAL NEWSPAPER ARTICLES

NORTHEASTERN STATES

[From the Philadelphia Inquirer, Mar. 30, 1976]

ASSAULTS ON TEACHERS INCREASE

(By Steve Twomey)

Assaults on Philadelphia public school teachers and students increased substantially last year over 1974, according to school district figures.

Assaults on teachers by students increased 85 percent, from 176 to 326, and assaults on students by other students or outsiders rose 20 percent, from 278 to 334.

School district security officials define an assault as anything from a push to striking a person with a fist or blunt instrument.

Officials of the Philadelphia Federation of Teachers yesterday attributed at least part of the increase to its campaign to get teachers to report assaults, and not to an actual increase in incidents.

Union officials, however, said that the situation had reached "crisis proportions," and they demanded immediate action by the Board of Education.

"We must have more NTAs (security guards)," said union vice president Sonny Richman. ". . . We must have programs for disruptive children. . . . There must be discipline code."

Superintendent of Schools Michael P. Marcase said yesterday that "those who are hell-raisers should be dealt with very decisively," and he endorsed special classes for problem students and a new discipline code to define offenses.

But Marcase said that although the situation was serious, "under no circumstances would I describe our schools as asphalt jungles."

"In the great majority of them there is order and there is an educational program going on," Marcase said.

There are 282 schools in the city, 14,000 teachers and teachers aides and 265,000 students.

School district figures on other problems of student behavior showed that marijuana possession increased from 111 to 168 and that gang fights increased from 6 to 7 and weapons possession increased from 61 to 99.

Forcible entries at schools on weekdays increased from 299 to 305, other drug-related offenses rose from 35 to 65, racial disturbances increased from 6 to 17 and weapons students rose from 49 to 68 and trespassing incidents increased from 182 to 254.

Reported instances of alcohol use declined, however, from 32 to 15, forcible entries on weekends dropped from 405 to 191 and robberies of teachers declined from 68 to 50.

[From the Philadelphia Inquirer, Feb. 24, 1976]

SCHOOL VIOLENCE ASSAULTS THE SUBURBS

(By Linda Loyd)

On January 22, a swimming teacher at Norristown High School was punched in the face by a student, suffering a broken nose and internal bleeding in his right eye. Teacher William Zackey, who still has blurred vision, had tried to halt a quarrel.

The week before, a student trying to get into a bathroom at the high school was prevented from entering by another student, and ended up with a broken jaw.

The day after the assault on Zackey, a girl punched two physical education teachers at another Norristown school. A third teacher attempted to break up the struggle, was bitten by the girl, and had to get a tetanus shot.

These are not isolated instances of teenage terrorism at a troubled school in a large city.

Rather, they are representative of an increasingly common, troublesome and inexplicable problem in suburban schools today.

A majority, 57 percent, said they would send their children to a school that was strict on behavior and heavy on the three Rs, if they could.

In the Philadelphia area, efforts are being made to combat violence in school. Several teachers' groups are demanding and getting firm and enforceable discipline regulations.

In Philadelphia itself, a special discipline committee has been formed to rewrite a policy code that dates back to 1954 and to institute more severe penalties.

Teachers in the Chester School District, following a series of recent racial incidents among students at the high school, presented the school board 32 demands to tighten discipline and security.

Teachers in the West Chester Schools have asked the board of education to review, and possibly revise, discipline policies.

Residents of East Norriton Township, Montgomery County, were polled recently about their Norristown Area Schools, and cited lack of discipline as the biggest problem. Many said they feared for the safety of their children at school.

In Abington, Montgomery County, where a student was stabbed in the head with an umbrella last spring and underwent brain surgery, parents and teachers met last summer to devise guidelines for curbing violence at the North Campus High School.

In the Chichester School District, Delaware County, parents joined school officials in identifying discipline problems after student fighting erupted at Chichester High School in September.

Faced with a critical student discipline problem, the Norristown teachers' association persuaded the school board to implement a strong discipline code two years ago.

Although the code "started out to be enforced 100 percent," recalls teachers' president George Ortlip, a Student Bill of Rights and Responsibilities was issued by the State Board of Education and "knocked out" some discipline provisions.

Now, in light of the numerous incidents of violence to both students and teachers in the Norristown district, teachers have been advised to prosecute all assaults, verbal or physical, to the fullest extent of the law.

There is justification for concern. Last year American school children committed 100 murders, 12,000 armed robberies, 9,000 rapes and 204,000 aggravated assaults against teachers and each other. They were also responsible for 270,000 school burglaries and vandalized more than $600 million worth of school property.

Until recently, many school authorities did not want to recognize violence in the schools, afraid that reporting such incidents would reflect poorly on the way they handle their jobs.

A Senate subcommittee headed by Sen. Birch Bayh (D., Ind.) reported that in 757 schools surveyed between 1970 and 1973 there had been an 85.3 percent increase in assaults on student and a 77.4 percent increase in assaults on teachers.

"The primary concern in many American schools today is no longer education, but preservation," Bayh said last spring.

Parents, students, teachers and administrators blame each other for failing to deal with the discipline problem.

William Zackey, the swimming instructor who was injured trying to stop one student from harassing another, thinks his injuries are an example of the breakdown of discipline in schools.

He accuses the administration of being too lenient in dealing with disturbances, and says that his own injuries were not reported to police for three hours.

The student was suspended from school the next day. He was formally charged with assualt and battery; and was remanded to Montgomery Hall, a juvenile detention center, after appearing in juvenile court.

Zackey said there had been numerous incidents of intimidation, stealing and assault on students in the corridors and locker rooms at Norristown High, but, that school authorities rarely punish the offenders.

"The kids know they can get away with it," he says. "Teachers feel if the administration won't back the faculty, why should they get involved? Why should they go out on a limb?"

Behind the problem of student discipline are recently adopted laws and state guidelines that gave students "rights and responsibilities," which some officials think have made school districts reluctant to take firm disciplinary action.

Pennsylvania handed down the Bill of Student Rights and Responsibilities more than a year ago, and since then most school districts in the state have adopted it. The controversy, however, is whether too much attention has been focused on students' rights and too little on their responsibilities.

"Whereas heretofore, administrators might have felt they could suspend a student and send him home, now you just can't do that," says Dr. Louis Esparo, superintendent of the Interboro School District in Delaware County.

"Now parents have to be called in, a hearing has to be held. There have to be written charges before a student can be suspended. To that extent, we have a problem."

Many suburban school districts said they had not noticed an increase in disciplinary problem since the student bill of rights, but that they had noticed an increase in parents and students challenging the schools on discipline that was handed out.

"This is an indication of the times," says William Keim, superintendent of the Pennridge Schools in Bucks County. "Some of the recent court rulings and the student bill of rights handed down from the state have made parents and students challenge discipline much more.

"It creates a time problem, making the handling of these problems much more time consuming."

[From the Baltimore News American, Dec. 19, 1975]

SCHOOL ASSAULTS INCREASE BUT ARRESTS DROP

Assaults against pupils, teachers and security officers in the city schools increased last month compared to October, but arrests of juveniles and incidents other than crimes decreased substantially.

According to the November report of the School Security Office, 57 assaults on students, 22 on teachers and 11 on security officers were recorded. In October, there were 55 assaults on students, 18 on teachers and nine on security officers.

September's report listed 42 assaults on students, 14 on teachers and seven on security officers.

Other violent crimes listed in the November report included: 13 assaults with deadly weapons, including four with firearms; four robberies or attempts with deadly weapons; and 38 robberies or attempts without arms. Sixty-four larcenies or more than $10 were recorded.

Juveniles arrests were down nearly 19 per cent, from 378 in October to 307 last month. The September total was 249.

The November report lists 247 minor incidents that resulted in disciplining rather than arrests, compared to 362 in October and 281 in September. The November figure reflects a 31 per cent decline from October and a 12 per cent decline from September.

Among the minor incidents, the number of instances of disruptive behavior declined 45 per cent, from 118 in October to 65 in November.

Security Chief Larry Burgan said he believes the report reflects "a fairly broad easing of tensions in the city related to our schools.

"Concern over problems on buses has noticeably abated and most communities seem to feel that the school system has been responsive to their concerns over schools located in their areas," Burgan said.

[From the New York Times, Dec. 17, 1975]

A 55-Percent Increase in Crime Recorded in School Here

(By Leonard Buder)

The number of reported acts of crime and violence in the city's schools, including assaults on teachers, has risen sharply this year, the Board of Education disclosed yesterday.

The rate of school incidents during the first three months of the current academic year was 55 percent higher than for the same period last year, despite a teachers' strike in September that virtually shut down the system for six days.

There have been 289 reported assaults on teachers from September through November, 95 more than for the comparable period a year ago, and 173 robberies of teachers, students and others on school grounds, 67 more than last year.

During the 1974–5 school year, there were 6,867 reported incidents, 63.6 percent more than the 4,198 figure for the previous academic year.

The statistics were attached to a report by School Chancellor Irving Anker that was presented at a public hearing at the World Trade Center of the subcommittee on juvenile delinquency of the Temporary State Commission on Child Welfare.

Dr. Samuel Polatnick, who presented the report in behalf of Mr. Anker, told the subcommittee:

"There are no simple answers or cheap solutions to the problem."

In this report, Mr. Anker described the "big-city school" as "an arena in which many of the crushing social problems of the city itself intrude and are acted out not only by the students themselves but more often by forces that invade the schools." He said that more than a tenth of last year's school incidents were caused by intruders.

Dr. Polatnick, who is the head of the High School Division, said that budget cuts had forced substantial reductions in school forces and asserted:

"When you have a reduction of 50 percent in security forces in schools in troubled areas that's absurd."

But the school official emphasized that more funds were also needed for counseling and other school services that could have a bearing on the problem.

Both Dr. Polatnick and Carleton Irish, the school system's new chief of security, said that part of the increase in reported incidents was traceable to the fact that the schools were now being more diligent about reporting incidents.

RIPPLE EFFECT CITED

Mr. Irish told newsmen after the hearing that schools here were feeling the ripple effects of school unrest and racial discord in other cities. Last fall's disputes on high-school zoning in Brooklyn also exacerbated the situation here, he added.

The three-month comparison showed that there had been a total of 590 assaults on teachers, pupils and others on school grounds this year, compared with 455 for the same period in 1974.

Even while the hearing was under way there was an incident, involving 200 to 300 youths, outside a Manhattan school.

According to police and school authorities, the incident stemmed from a situation a few days ago when a girl student from Benjamin Franklin High School was allegedly "slapped around" by some boys attending Manhattan Vocational and Technical High School, at First Avenue and 96th Street.

The girl went to Manhattan Vocational yesterday around noon, accompanied by a number of "friends" from Franklin, in East Harlem, and Samuel Gompers Vocational and Technical High School in the Bronx. A fight ensued and police arrested two Gompers students for rioting and disorderly conduct and a Manhattan student for felonious assault. A police officer was reported slightly injured.

[From the Philadelphia Inquirer, Dec. 14, 1975]

What Are the Answers to the Gang Problem?

For a decade, wars among Philadelphia street gangs have killed an average of more than 30 persons a year, mostly young, nearly all black. This year the death rate has dropped by half.

To assess this and other street gang developments, The Inquirer assembled a panel of seven, all having extensive direct experience with gangs. The moderator was Acel Moore, of The Inquirer's staff.

The panelists' remarks have been grouped by topics and edited.

WHO THE PANELISTS ARE

The members of the panel are:

Sister Falaka Fattah, head of the House of Umoja, the well-known youth and gang program in West Philadelphia.

David Fattah, her husband and Umoja's field representative.

Sgt. Henry Frisby, a 16-year police veteran with 11 years on the Gang Control Unit.

Mrs. Jean Hobson, a mother and grandmother and founder of the North Philadelphia Mothers, a group credited with a large contribution to the recent lull in the gang wars.

Walter Palmer, a lawyer, community activist and former gang leader.

Bennie Swans, a former gang member who directs the Crisis Intervention Teams, the city's principal non-police program to control gangs.

Dr. Wilbur Watson, assistant professor of sociology at Temple University and former gang worker in Cleveland.

On the current lull

HOBSON. I think the decline in gang activity now is because the parents are getting involved. There are so many programs being planned, but I don't care what you do, as long as a child is under 18, you have to come back to the parent. And until the parents are involved and take part in the community, you'll not stop anything.

WATSON. Families—homes—that's what should be primary. For instance, I support the House of Umoja (the West Philadelphia program headed by the Fattahs), but I recognize that the House of Umoja is not the primary family but a surrogate family. It all has to go to the family—to the neighborhood, to the block, to the individuals and groups that live in apartment houses, or to some kind of group that can function like a family.

PALMER. Many of the people around this table have committed themselves once again to try to unite and cohere the family, and to use social service agencies as backup support groups, as opposed to primary groups and surrogate parents . . . After five to 10 years of hard work, there has been a decided shift. We should not let the schools, the police, the church or outside agencies be the parent, but we should put the responsibility right where it belongs.

SWANS. Young people always want to do things to demonstrate their manhood, and it does not necessarily mean that they have to kill each other. Among street workers, one of the mistakes was to work with the youths and disregard the parents. Schools do the same thing. They alienate the parent . . . We talked about how the liberals really affected the school system—how they allowed a great deal of permissiveness in the schools. The schools cannot function now. They cannot function unless they begin to cater to the needs of the parents. They recognize that. They are making a large-scale swing to the development of communities to allow the parents to become involved. The agencies have failed . . . The time is now that folks need communities.

FRISBY. We have addressed ourselves to our responses to violent activity, but the problem does not stop there. These are symptoms rather than causes. We have talked about lack of parental responsibility. How does a gang rule a particular area? By fear. And it has gone beyond the point where any of us can afford to stick our heads in the sand or pull down the shades and say, "It's not my problem." People have to come out . . . I have seen gang activity start to decrease. People have started to take some responsibility for what goes on in their communities.

On the recent past

PALMER. The problem of youth and violence, as we know it, is only about 15 years old. Prior to that time we had much stronger communities in West Philly, North Philly and surrounding areas. (Part of the problem) was the coming of Kennedy and Johnson, those two administrations that offered programs to pacify the poor, and took away from the family its cohesion and responsibility. As a result of that, the church, the Police Department, the schools and other forms of social services became surrogate parents. The schools with liberal programs tended not to have high expectations of the young people, and pacified and mollycoddled them. More and more dependence was put on the social services, as opposed to the family.

SWANS. The gang problem in Philadelphia is different from any other. It says something about the structure of our communities, the separation of our neighborhoods. It also talks about migration patterns of black folks. Look at West Philadelphia and Mount Airy. For a long time the problem was contained in North Philadelphia and South Philadelphia. Then it became to the advantage of the city and other folks to begin to separate, and to make new plans that broke up the structure. Young people were not so familiar with each other. Neither were adults. It became snatch and grab in terms of economics, and people began to battle among themselves. The problem was no longer contained, and it exploded. Young people formed their own little individual turfs. That is why we had 20 gangs seven years ago, and now we have 107.

D. FATTAH. Many a child of 8 now has gang orientations, or has what you might call a de-motivation about education—what you could call a ripoff mentality. That's what they got in the '60s. They didn't get the glory, the fight, the blood, the sweat. They came away from all that bloodshed and dying saying, "Well, I got through that, the state owes me some money. I should be taken care of while I do my thing."

On economics

F. FATTAH. This morning we had a discussion between the brothers who live at the House of Umoja and myself. The subject was economics, because most of the brothers at the house do not have jobs . . . We talked about a solution, and what we came up with is the fact that the most neglected people in the community are in fact the young people and the old people. The old people now cannot move furniture, clean up their cellars and yards, and often they have problems carrying large packages from the market. This is something young people could do . . . Nine times out of 10, the old people will say, "I'm not going to let you do something for nothing, here's 50 cents." The young man, he's got kids, and he needs more than that. So we need the folks with the great expertise to come up with the missing piece. It might be the business community. It might be the church community. It might be some of those blessed politicians who can supply that missing piece. The reason I bring this out now is that I seriously don't think there is going to be any more money round. I see Ford as a natural diaster, like a flood or fire.

PALMER. We should not create the image that our children in the poor communities will have all the things that other children have. Be realistic with them . . .

WATSON. I think the major obstacle (in getting funds for such agencies as the House of Umoja) is the decline in the growth rate of the economy, and because of that decline there will be a proliferation of conflicts.

D. FATTAH. The only people who have benefited in this economic chaos is the policeman. (Turning to Sgt. Frisby) No disrespect. The police business is booming. You can check it out.

On the role of women

F. FATTAH. Actually, women don't start gangs. The gang culture was all started by men. It's part of that manhood thing—you know, the way to toss a wine bottle, the way funerals are held. It's very ritualistic, and some of the fathers actually started some of the corners (gangs) . . . I think that when you get down to the nitty-gritty of dealing with it, on the street, it takes a man to do that.

HOBSON. As parents, we have sat back and let everybody else do our job. No more. We are going to do the job, and you (government officials and men) are going to follow behind us. When the women went out on the corners, where were the men? Where were they? Two weeks ago one of my young men told me that if there had been men on the corner, they would have gang-warred with the men.

PALMER. Nobody I can think of is going to jump in his mother's face, and certainly not when those mothers are together. In the neighborhood where I come from, we were raised by the mothers, and there was no shame in that. What has happened is that somehow over the years there has developed a stigma about being raised by mothers. It was mothers who transmitted the values, who nursed us, (but) any role a man wanted to play, he played it. I think the whole thing about the man versus the woman is divisive. Economics can fail—it has failed—but what is holding people together is the fact that there is somebody down there who cares, and that care is coming from mothers, and from some fathers.

On the news media

PALMER. In the '60's the press started to pick up on the notion of youth violence, and started to identify where it was coming from. The press referred to them as wolfpacks and exaggerated the problem, and many youths started to compete for headlines. They wanted identification outside the family unit.

SWAN. I think if it weren't for the media, we would not be where we are. They made a lot of mistakes, a lot of problems for street-workers. The media got to a point where it would only talk about youth violence when it affected white kids. We saw the inconsistency and demanded that the media begin to talk about the gang problem in its proper perspective, to talk about the harm in the communities. Consequently it began to raise the consciousness of the folks in the community, as well as the youth, telling them that it (gang warfare) was not cool.

F. FATTAH. I think the paper (The Inquirer) has made a terrible mistake by interviewing the youth. I think you have missed the boat in that you did not talk with former gang members. They have the highest rate of being able to stay alive. It is the innocent victim who dies, and it is the warrior who dies, but the ex-gang member stays alive. Your have missed the information he could give you.

HOBSON. It was said that the newspapers were responsible. We, the parents, are responsible for the conditions that exist today. We can't take that responsibility and put it on anybody else. We have to take it ourselves.

SWANS. The media has started to cater to the needs of the community. That's one of the reasons we are sitting here in this room. All these things are beginning to turn the tide. The media has made some very serious mistakes. They will probably make some more . . . but now it is popular for the media to talk about the community.

On the future

SWANS. One of the things that is imperative in maintaining low tide in the death rate is parent education—developing parent councils to began building communities and controlling communities.

The only way that is going to happen is if people make a conscious effort to organize communities, to allow parents to work with you from neighborhood to neighborhood. These agencies must be independent from the city or when funds are cut off, the groups will fall. We are talking about long-range community development—something that can sustain itself.

WATSON. In order for the low level of gang activity, as measured by the incidence of deaths, to continue, there's going to have to be a proliferation of agencies like the House of Umoja. My guess is that with the economy going in the direction it is, it will be more and more difficult to maintain a House of Umoja, rather than less difficult.

F. FATTAH. Right now we are moving into a period of community development. Schools cannot function unless they have communities. Every agency is talking about the need to develop communities.

D. FATTAH. At some point, we'll have to educate these brothers in the street who are most active, who have the most leisure time, who could really be a force to be reckoned with. If they really start pushing the buttons in those voting machines, you would see something.

FRISBY. In the past there was a tremendous amount of working at cross purposes, jealously. Now, over the years, there has developed closer cooperation among the various units looking for a solution. We all look at the problem from slightly different perspectives and go about solving it in slightly different ways, but the main thing is that we all have something to give, and we should work together closely . . . That includes the schools and the neighborhoods. It includes the police and social workers and everyone else who is even remotely concerned. The gang responds to a lot of needs young people have: Recognition. New experiences. Security. And society has not supplied alternatives. The main thing we want them to do is stop killing each other, but in doing this we must supply them with alternatives . . . I don't think the problem is to break up the gang. The gang is only responding to the herd instinct. Man is a social animal. What we have to do is try to redirect these young people into positive pursuits. I myself have not seen any lack of ingenuity or leadership ability (in the gangs). It's just being used in a very negative way.

[From the New York Times, Nov. 28, 1975]

VANDALISM OF SCHOOL BY TWO BOYS STUNS UPSTATE TOWN

(By Harold Faber)

PINE PLAINS, N.Y., Nov. 25—"It's not supposed to happen here to us—things like this happen in other schools in other places," said Janet Bergers, a junior at the Stissing Mountain Junior-Senior High School here.

What had happened was that two vandals broke into the school and, using sledgehammers, systematically smashed clocks, typewriters, glass doors, audio-visual equipment, a computer terminal, toilets, the public address system, telephones and laboratory equipment.

INSOLUBLE PROBLEMS

The rampage with initial damage estimates of $250,000 that have since been cut to $50,000—stunned this quiet rural area of northern Dutchess County, where the high school is the center of community activity.

Since the incident occurred 10 days ago, two local boys, one a student and one a recent dropout, have been arrested for the crime, repairs have begun and classes are in session, but everything is not back to normal.

Ever since the damage was discovered, parents and other residents of the area have been discussing the seemingly insoluble problems of crime and punishment for juvenile offenders.

In a small community where almost everyone knows the arrested boys and their parents, opinion is divided about what should be done. The suggestions have included psychiatric help, jail or reform school for the boys, or making the parents pay, but most of all a perplexed "What can we do?"

However, two major positive observations have been made by school officials. They note a heightened air of community spirit among parents, alumni, staff and neighbors who have volunteered time and money for repairs. They also say they recognize a renewed spirit of pride and responsibility among the students, who helped find the culprits and volunteered to clean up the mess.

"I'm proud of our students and their reactions," said Polly Masters, president of the school board.

In the neighboring town of Red Hook, the Elks Club has named the entire student body as "teen-ager of the month" for its cleanup work.

DIFFERENT FROM 'THE CITY'

But in Pine Plains, which prides itself on being, different from "the city," there remains a feeling of shock and sorrow at a discovery that it is not immune to the national trend of rising crime rates.

"It's really sad to think of it happening in a community like this," said Patricia Blakeney, the Town Clerk.

The Pine Plains School District covers 200 square miles in Dutchess and Columbia Counties, with a student population of 1,700 attending two elementary schools as well as the junior-senior high school. The main industry in the area is dairy farming, but the hamlet of Pine Plains is a bedroom community for many who work in Poughkeepsie and Kingston.

Until now, according to Robert F. Francis, the District Principal, there has been little vandalism in school buildings, perhaps $200 to $300 for the year in all three buildings. But the current case has shocked even law-enforcement officials.

In Poughkeepsie, Albert Rosenblatt, the District Attorney, said: "I've never seen anything like this before, nothing even approaching it. Sure, we've had vandalism in schools, but usually it is a prank involving minimal damage."

At the headquarters of the State Police in Millbrook, Captain Daniell Kelly reported that the number of minor cases of criminal mischief has risen slightly in the rural area that his troop covers, but that serious cases were up more. The minor cases, classified as misdemeanors, rose from 1,455 in 1973 to 1,788 last year and to 1,629 in the first 10 months of 1975. The serious cases, classified as felonies, rose from 118 in 1973 to 140 in 1974 to 190 so far this year.

TOO MUCH BEER-DRINKING

The two boys who were arrested here have both been released in the custody of their parents. The 16-year-old is awaiting presentation of charges of felonies criminal mischief to a Dutchess County grand jury. The case of the 15-year-old is being handled in Family Court.

Aside from the simple explanation of too much beer-drinking, there were almost as many answers here to the question "Why?" about the incident as there were people interviewed. One merchant blamed it on "permissive attitudes" of the schools. A retired businessman said, "The courts are too lenient." A farmer said it was a case of "spare the rod and spoil the child."

"I get frustrated sometimes, too," Floyd Hill, the local Justice of the Peace, said. "Sometimes I'd like to send offenders to jail but I can't. Some kids are smart enough to know they can't be sent to jail and sometimes parents refuse to face the facts."

Among the students who took part in the cleanup, there were mixed feelings, too. Margaret Ernst, a junior, said, "I think those people ought to have some mental health treatment." But a classmate, Gary Cooper, had a different answer. "I'd lock them up and throw away the key."

"There must be some way they can be made to repay the damage they did," said Veronica Mrowzinski. "They just didn't damage the school, they damaged us and our education. Maybe us kids ought to try to help them out somehow, not just lock them up or beat them up."

A few days after the break-in, Mrs. Masters conducted a tour of the building, now spotlessly clean. The only visible signs of damage were the broken clocks and rocks outside the boys' and girls' bathrooms on the second floor, where the toilets and sinks had been smashed.

After the cleanup, school officials revised the estimate of the damage to about $50,000 but added that it might cost only $25,000 in materials, using the maintenance crew and volunteered help to cut labor costs.

But one thing will not be replaced—the bell system, with its strident ringing that marked the end and beginning of class periods.

"We have found that teachers can tell time, they have watches," Mr. Golden said. "It's a warmer building, much quieter and everybody likes it."

[From the New York Daily News, Nov. 10, 1975]

THE THREE 'R'S: ROBBING, RUMBLING AND RAMPAGING

(By Judson Hand)

A 10 a.m. on a recent Friday morning, Victor H. Cohen was teaching a math class at Junior High School 294 in Brooklyn when he heard a knock at the door. It was a tardy student.

Cohen opened the door, and, looking out into the hallway, saw a stack of dollar bills. He left the classroom to investigate and suddenly found himself facing a burly youth he had never seen before. Without warning, the youth slugged him hard in the neck, then in the head.

Cohen began swinging at the young thug in what he later described as a fight for my life. When he began winning the fight, a youth who was loitering in the hallway joined the fray.

Finally, Cohen managed to wrestle his way clear of the two thugs and fled. When he returned to the scene of the fight, the money was gone and so were his attackers. He never found out who the youths were or why they had put the money on the floor. Injured and shattered by the experience, Cohn requested and received a transfer to another school.

Cohen's ordeal was, sadly enough, rather commonplace. It was only one of many such incidents in the increasing tide of violent which is sweeping through the city's public school system.

AN ALL TIME HIGH

Police department statistics show that last year there were more than 12,400 crimes committed in schools or on school property. The [illegible] before, fewer than 10,000 such crimes were reported—and that was an all time high.

Some acts of random school violence this autumn:

Sandy Cominsky, an art teacher, was robbed in her classroom and locked in a back room. A little over a week later, she felt a knife at her throat and heard a voice demanding her money as she sat in her car in front of the school. When the robber left, she found she had been badly cut.

A group of students walked into Rebecca Staton's classroom at Boys and Girls' High School in Brooklyn during a science lecture and smashed her demonstration equipment. On another occasion, intruders in her classroom threatened her with a knife.

A robber walked into a class at Public School 181 in Brooklyn and, telling the teacher he had a knife under his shirt, instructed her to give him her money without alarming the students. He then forced her to call another teacher from her classroom. After robbing the second teacher, he forced the two teachers to escort him down the hall to the front door.

Reported incidents, however, frightening though they may be, do not tell the whole story of violence in the schools. Thousands of youngsters, for example, are robbed by other students of their lunch money but do not report the rip-offs because they are afraid of retaliations. And, at some schools, violent incidents are hushed up, when possible, to prevent the school from acquiring a bad name.

"You see every kind of crime you can imagine in the schools today," reports Ed Muir, school safety representative for the United Federation of Teachers and the Board of Education. "Beatings, knifings, sexual assaults, extortions, you name it. A kid can buy dope or a lethal weapon at many high schools."

Indeed, the deans of many high schools have locked up in their offices boxes with collections of such weapons, including zip guns, walking sticks with pointed metal ends, knives and sundry other weapons, including chains and clubs.

The rise in school violence follows a trend towards more youth crime in general. Juvenile arrest statistics show that 19 youths were arrested for murder in 1970 and 77 in 1974. During the same period, the number of rapes by juveniles jumped from 99 to 261; the number of robberies from 3,013 to 4,765 and the number of assaults from 789 to 1,312.

Undoubtedly, layoffs in the school system since this city's budget crisis have also played an important part in the rising violence. The security guard force in the schools has been cut in half. Teachers have less time for problem kids. Special programs for kids who do not fit into regular programs have been cut drastically.

"IT'S JUST STARTING"

So far this school year, Muir reports, 186 assaults have been reported against teachers. During the corresponding period last year, only 10 had been reported. "It's just starting," commented Muir. "I have no doubt that the assault figures will rise dramatically again this year."

Susan Hutchner, a perky elementary school teacher in her 20's, was attempting to break up a squabble between two third graders in a classroom when one of them, a husky little boy, cracked her over the hand with a ruler. When she grabbed the ruler, the boy rose from his seat cursing and pushed her hard against a metal chalk tray. As a result, two of Susan's vertebrae were cracked and she has been bed-ridden for months, including two weeks at Mount Sinai Hospital in traction.

Many teachers come up with bruished shins from attacks by hard-kicking first graders. Some kindergarten teachers have to take tetanus shots when they are bitten by pupils.

Much of the worst violence, however, is committed by outsiders who enter schools almost at will—stealing, disrupting and, frequently, attacking anyone who tries to stop them.

"We can't make the school doors absolutely secure because of fire laws," explains Carl Irish, chief of security for the school system. "Kids open them from the inside and intruders get in."

Not all the intruders are neighborhood toughs or addicts out to raise the money for a fix. Many are kids playing hooky.

On any given day, up to 200,000 of the city's 1.1 million students may cut school, says Philip Kaplan, who works in the school system's Bureau of Attendance. And with recent layoffs, there just aren't enough truant officers left to cope with the problem.

These truants loiter in the streets, in parks or in department stores. They hang out at subway stops, often looking for trouble. Sooner or later, many of them gravitate to schoolyards or sneak into school hallways, where they disrupt classes, terrorize students and teachers and steal everything in sight—including purses slung around the shoulders of teachers, typewriters and food from school refrigerators, which they sell to unscrupulous grocers.

Overcrowding also contributes to the violence. Although some school officials may think that UFT President Albert Shanker's estimate that there are at least 17,719 overcrowded classrooms in the city is a high, there's no doubt that the schoolrooms are bulging with too many kids.

Tens of thousands of kids have to go to schools on double sessions and, with the overcrowding, it's easy for intruders to mingle with groups of students and wander undetected through the hallways. Fights break out in passageways jammed with students jostling each other.

Racial tensions, too, cause violence. At New Utrecht High School, which is about 80% white, cops are frequently stationed in the school when racial flare-ups are feared and some days the sidewalk leading to the elevated train stop is lined with policemen to protect black kids. This year, there have been fights between white and black youths and a washroom fight between black and white girls.

The violence, is spreading even to schools in upper-middle class areas. For example, a teacher in a junior high school in Bayside, Queens required medical attention after he was kicked hard in the groin by a girl student in the lunch room.

Peter Beeler, a social science teacher at Boys and Girls High School summed up the attitude of many of his colleagues when he complained: "We're demoralized. It's impossible to teach in these conditions."

[From the Philadelphia Bulletin, Sept. 29, 1975]

VIOLENCE ERUPTS IN THE CLASSROOM

(By Carole Rich)

Jacqueline Newson hadn't planned to punch her son's teacher in the face. She had gone to school to find out why the teacher allegedly made her eight-year-old son Robert eat soap.

But before Mrs. Newson left the Lea Elementary School in West Philadelphia on Sept. 18, she left a bruised teacher hunched over a desk.

Police, who were summoned during the incident, arrested Mrs. Newson, 25, and a friend, Leo Smith, 22, also of the 5700 block of Chester ave., at the school. Both were charged with assault and conspiracy.

"I'm sorry I hit that woman but she acted smart," said Mrs. Newson. "I asked the teacher why she made my son eat soap and she said she makes any child who disrupts her class eat soap. She said she would do it again. She walked away smiling. That's when I grabbed her and told her I was there to settle matters."

Sherry Stumacher, 28, a third-grade teacher with eight years experience in the Lea Elementary School at 47th and Locust sts., refused comment when contacted by phone. She was absent from school last week recuperating from the incident, according to her principal.

Violence—to teachers and students—has made its mark in the schools in these first four weeks of the new school term. In the Philadelphia schools, 18 teachers and 15 students have been assaulted, according to school district records.

Recent incidents involving violence have also occurred in the suburbs.

Chichester High School in Delaware County was closed Friday after racial disturbances erupted.

Commissioners in East Norriton Township, Montgomery County, last week appointed 17 residents to a committee to study the possibility of withdrawing the township from the Norristown School District. The action was sparked by East Norriton parents' concern over incidents that occurred in Norristown High

School last spring when the school was closed two days because of racial disturbances. The Norristown School District draws its pupils from Norristown Borough, East and West Norriton Townships.

In Abington Township, Montgomery County a group of 28 parents, teachers and school administrators met throughout the summer to devise recommendations to prevent violence in the Abington High School North Campus. The group formed after a pupil was stabbed in the head last spring, with a knife wielded by another student. The victim underwent brain surgery.

In New Jersey, security at the St. James Regional Grammar School in Penns Grove intensified after the principal, the Rev. Thomas Quinlan, was fatally shot and a teacher was wounded when a 24-year-old former student entered the school and fired a shotgun. Doors to the school are now locked except the door leading to the administration office.

"LEDGER OF VIOLENCE"

Violence in the schools has become a national scourge which shows no signs of abating.

"The ledger of violence confronting our schools reads like a casualty list from a war zone or a vice squad annual report," said John M. Rector, staff director and chief counsel to the U.S. Senate Subcommittee to Investigate Juvenile Delinquency.

"The number of American students who died in the combat zones of our nation's schools between 1970 and 1973 exceeds the number of American soldiers killed in combat throughout the first three years of the Vietnam conflict," Rector said recently at a conference of the National Association of School Security Directors in Seattle, Wash.

The Senate subcommittee report of an 18-month study of violence in the schools between 1971 and 1973 showed that more than 100 students were murdered in 1973, some 70,000 teachers were seriously assaulted each year and hundreds of thousands of students were assaulted throughout the nation's schools.

The extent of violence to teachers in the Philadelphia public schools is rising to alarming proportions. In 1973 there were 130 teachers assaulted compared to 245 teachers assaulted last year.

Violence often comes swiftly and without warning.

Charles E. Thompson, principal at the Lea Elementary School, said that he interviewed Mrs. Newson before he sent her to see her son's teacher, Mrs. Stumacher.

"I would never have sent her to see the teacher if Mrs. Newson had shown signs of violence," Thompson said.

Mrs. Newson said the situation started when her son came home ill from school on Sept. 17. She said he told her the teacher made him eat soap. She said he was suffering from a sore throat and chest pains.

Dr. Floyd Santner, 63d and Walnut sts., said he treated Robert Newson for a sore throat.

"When I saw the child, he did have irritation in his mouth as if from some irritating substance," Dr. Santner said.

Thompson said that Mrs. Stumacher told him she made the child "lick" the soap as a punishment for cursing in the classroom.

But Thompson added that he was also concerned about the use of soap as a disciplinary measure, one that he does not condone. He said he would have a conference with Mrs. Stumacher on the issue when she returns to school.

"TYPICAL SITUATION"

Frank Sullivan, president of the Philadelphia Federation of Teachers, said that the assault on Mrs. Stumacher was a "typical situation" which shows there is "a correlation between disturbed conduct of youngsters and parents prone to violence."

Sullivan said that of the city's 13,000 teachers, at least three are assaulted each day but few of these assaults are reported.

The assaults on teachers are waged by parents—in four cases this month, students and intruders. Some incidents reported to school officials are as follows:

Sept. 11 at Gratz High School in the Nicetown section of Philadelphia. A former student enters a teacher's classroom and attempts to put a rope around the teacher's neck. She kicks him in the groin, he punches her and knocks her to the floor.

Sept. 8 at Olney High School, Front and Duncannon sts. in Olney—three girls assault three teachers, including one who was on crutches.

Sept. 2, at the Longstreth Elementary School, 57th st. and Willows ave., in West Philadelphia—a man intruding in the school throws a fourth-grade teacher down the steps.

Sept. 10 at the Walton Elementary School, 28th and Huntingdon sts., in North Philadelphia, a 14-year-old former student beats a teacher and tries to put a rope around her neck.

Sept. 16 at the Southwark Elementary School, 9th and Mifflin sts. in South Philadelphia—the mother of a sixth grader who was punished by a teacher enters the classroom, pulls the teacher's hair and strikes her in the head.

The trend of increased teacher assaults in the Philadelphia public schools is "alarming," says Schools Superintendent Michael P. Marcase.

Marcase is also exploring funding for a pilot program which would provide some electronic security equipment to teachers. The teachers would carry some small instrument such as a pen or tape recorder which could set off an alarm when activated.

[From the Augusta, Maine, Kennebec Journal, Aug. 8, 1975]

ANOTHER CONSIDERATION

There will be a hearing later this month in the matter of two juveniles accused of setting the $250,000 fire at Hyde School in Bath. The two boys, both from out of state and aged 14 and 15, were taking part in the school's summer orientation program.

Countrywide, student misbehavior and conflict with the school systems is no longer limited to the occasional corridor fistfight or general disruption. "Our schools are experiencing serious crimes of a felonious nature," as a Senate Juvenile Delinquency Subcommittee reported this spring.

At Hyde, a fire inspector said, some flammable liquid was poured around and a timing device may have been used to start the blaze.

The technique employed in starting the fire is important only in its contribution in shaping a case of arson. The extent of the damage, the history and elegance of the structure which for many years was one of Bath's showplaces, are important but are not the paramount concern.

We are not pre-judging the boys. They may be innocent. But if they, or someone else, are found guilty of having set the fires there is the gravest possible consideration that must enter into any disposition of the case. That is the threat, a deliberate threat, to human life.

As we understand it, there were 26 persons sleeping in that building in the early morning hours. All made their way to safety via fire escapes having been alerted in time by a protective system. But that constitutes no extension for those who set the fire.

We find it impossible to believe that the persons who set the fire did so with any intent to kill or do bodily harm to 26 persons sleeping in the structure. Malice of such scope is most unlikely.

Nevertheless, the lives of 26 persons were placed in deadly jeopardy by an act that the perpetrators had to recognize as unlawful. They could not have been unaware of the fatal possibilities.

If there is a conviction in this case the court must not overlook, nor should those responsible be permitted to readily forget, the human tragedy so narrowly averted. Besides considerations for the convicted, which courts everywhere are so exquisitely tuned to extend, there must be consideration for community as well.

[From the Washington Star, May 29, 1975]

25 SEIZED IN MARYLAND SCHOOL DRUG RAID

(By Rebecca Leet)

Montgomery County police today swept through four county high schools and other county locations arresting about 25 students and adults in the breakup of a drug ring involving adult suppliers and student pushers of cocaine, LSD, amphetamines, hashish and marijuana.

Police arrested nine students at Thomas S. Wootton High School in Rockville, five students at Winston Churchill High School in Potomac and one each at Seneca Valley High School in Germantown and Montgomery Blair High School in Silver Spring, according to preliminary police reports.

The students, including girls, were in the 10th, 11th and 12th grades.

Sources said the arrests followed a month-long undercover investigation by police narcotics agents.

The investigation, which began "on the street," according to one source, quickly moved into the schools as undercover agents were taken there by unwitting pushers because "the schools are a haven, a sanctuary. They knew police wouldn't go there (to make arrests)," a source said.

"They were lining up to get into cars in school parking lots," one source said of the drug sales. "In front of teachers, in front of monitors, there was no cover at all."

According to a school board spokesman, it is an unequivocal policy of the school board that any school staff member who sees a student using, possessing or selling any drugs report that student to the school principal, who in turn must notify the school system administration, the student's parents and police.

Frank Carricato, principal of Churchill, where 10th and 11th graders were arrested this morning, said the arrests were "a surprise . . . we did not see large instances or many instances of it (drug abuse) on campus."

He said that only "four or five times this year" have students been referred to police from Churchill for drug-related incidents.

James A. Coles, principal at Wootton where five sophomores were among the nine students arrested, said that only "three or four incidents" had been reported to police this year from Wootton. Both Coles and Carricato, who have been principals at their respective schools for four and five years, said they could not remember a similar drug raid by police.

They also said that they had thought the drug problem among students was abating.

"I thought the drug problem had certainly lessened here," Coles said today. "Whatever the kids are doing they're doing in a very sophisticated non-identifiable manner.

"There is no smell of marijuana in the hall," he added by way of explanation. "There are no kids going to the nurse sick on drugs" as there were in 1971 and 1972 when Coles said he thought the drug problem was worse.

County police notified the schools' principals yesterday that police would be at the four schools this morning, but did not tell them why or what students would be arrested, according to various sources.

Coles and Carricato said that police arrived early this morning and asked that certain students be called out of class and brought to the administrative office of each school.

Both principals said there were no incidents when police informed the students of their arrests and explained their legal rights to them. The students then were taken to juvenile squad headquarters at the Wheaton-Glenmont police station.

In addition to the students, police were seeking seven adults in connection with the drug ring. One source describe it as a ring of adult suppliers and student sellers.

The month-long investigation involved about 60 to 70 buys, according to one source. He said, "These kids were turning over $1,000 worth of LSD in a day." He said that undercover agents involved in the investigation first contacted adults on the street and originally had not expected the probe to involve juveniles.

However the police were led to the schools by pushers in a chain of sales beginning at Blair, then Wootton, Churchill and Seneca Valley.

One police source said he could not understand how the schools could not have known what was going on, but suggested that school personnel "don't want any hassle on the school grounds."

Although the investigation was not originally aimed at the schools, a source said, "It got to the point where every time we turned around they were taking us to the schools. It's a sanctuary. They could deal at the school and didn't have to deal at home.".

According to police and school system officials, the investigation was handled entirely by police.

[From the Baltimore Sun, Apr. 26, 1975]

SCHOOL VIOLENCE INCREASES SHARPLY

(By Jeanne E. Saddler)

City school security officers reported more than three times as many assaults on students in and near the schools during the first six months of this school year than they reported during the entire 1972–1973 school year.

In addition, reports of assaults on teachers, security officers and other school staff members doubled in comparison with the 1972–1973 year.

The raw statistical count of school crime was presented to the school board last week after the board requested it.

School officials stressed that incidents included in the count range from the most serious to the very minor.

They said the report reflects the crimes that were committed in school neighborhoods as well as incidents that occurred on school property.

School officials say that no school crime statistics were recorded last year, the 1973–1974 school year.

The percentage of reported incidents of assault, robbery, larceny and rape decreased slightly between the 1971–1972 school year and the 1972–1973 year.

From September through March of this school year, there were 620 reported assaults on students, compared to 203 in all of 1972–1973, and 154 assaults on faculty or staff members, compared to 73 in 1972–1973.

A United States Senate subcommittee survey of 516 school districts released earlier this month said that major increases in school crime—including homicides, drug violations and vandalism—are costing $500 million annually.

In Baltimore, the reports of incidents of assault with a deadly weapon and armed robbery in or near the public schools have also tripled since 1972–1973. Twice as many people were arrested by school security officers for possession of a deadly weapon, and more than twice as many people were charged with larceny by the school officers.

There were 169 cases of drug possession reported during those six months of this school year, while 126 cases were reported in 1972–1973.

Nationally, the Senate subcommittee estimated that assaults on teachers increased by 77.4 per cent from 1970 to 1973, including about 70,000 "serious" attacks a year.

Assaults on students increased by about 85.3 per cent, according to the subcommittee's report.

[From the Philadelphia Inquirer, Apr. 12, 1975]

ENOUGH ARMS IN SCHOOL TO EQUIP AN ARMY, STUDENT SAYS

(By Richard Papiernik)

A student at Norristown Area High School opened the door of his car at the school parking lot Friday morning, pulled a hunting knife from under the front seat and told a reporter, "You have to carry something around . . . it's a matter of survival.

"Just ask them to shake down (search) the locker inside and you will find enough things in there to arm the Russian army."

School officials said they haven't "shaken down" any lockers.

But conditions at the suburban high school in West Norriton Township, Montgomery County, had grown tense with racial flareups over the last week and school officials are reluctant to talk about things with reporters.

Inside the building, hired security guards (unarmed) patrol the corridors.

Members of the school board, however, said that they had not yet brought the matter up for discussion.

But students and parents, both black and white, gathered at the school Friday and expressed fears about the safety within the walls of the school which opened on Whitehall Road in September 1973.

The boy with the knife was white.

A group of about 20 black parents were also in the parking lot Friday morning. One woman had heard that some trouble might be breaking out at the school and she said she "wanted to have a car available to get my boys out of here."

Nothing happened Friday and some of those parents went into the school and were taken on a tour of the building before they left in the afternoon.

A reporter going into the school found administrators closeted in a closed meeting with a group of white students. On Thursday, it was learned, administrators met with a group of black students.

Dr. Jay Gruener, the school superintendent, said he found that the "problems presented by both groups were the same—too much regimentation, the lack of smoking areas and some complaints about access to the library."

He did not mention anything about the 16-year-old girl with a puffy black eye who stood outside the meeting room earlier complaining about being beaten up the other day "by some black girls when I was walking up the steps."

[From the New York Times, Feb. 26, 1975]

Motive is a Mystery in the Shooting of Two in School in Jersey

Salem, N.J., Feb. 25—Authorities who questioned David N. Gary, the suspect in the shotgun slaying of a priest and the wounding of a second-grade teacher in Penns Grove yesterday, said today they were still mystified about a motive.

Details of the crime will be placed on the record at a preliminary in Salem County Court Thursday.

Kathleen Flynn, the 25-year-old teacher who was shot twice in front of her 25 horrified second-graders at St. James Regional Grammar School, was reported by West Jersey Hospital in Camden to be in satisfactory condition after surgery for wounds in her right arm and abdomen. A hospital spokesman said the surgery had averted the possible need to amputate the arm.

The body of the Rev. Thomas J. Quinlan, 38, principal of the school, lay for viewing in the Queen of Apostles Church Rectory in Pennsville. Father Quinlan lived at the rectory.

Tomorrow the body of the slain priest will be moved to the St. James Church for viewing Thursday, and to St. Mary's Church in South Amboy, his hometown, for viewing Friday.

Lieut. Milton Smith of the Penns Grove police reaffirmed today that Father Quinlan had been shot after rushing from his office to the second-floor classroom of Miss Flynn upon hearing gunfire.

Lieutenant Smith speculated that when the principal found Miss Flynn bleeding on the floor and an intruder standing over her with a shotgun, the priest had fled to try to reach safety or to try to lure the gunman out of the room full of screaming 7-year-olds.

The intruder ran into the hallway and shot the principal, whose body was found on the second-floor landing of the fire escape.

The suspect then fled, and was arrested a few blocks from the school.

[From the New York Times, Feb. 26, 1975]

Crime "Brokers" Reported in Some City High Schools

(By Leonard Buder)

A state crime expert charged yesterday that in some New York City high schools there were student-run "brokerages" where teen-agers buy and sell guns, narcotics or the services of youthful male and female prostitutes.

Jeremiah McKenna, general counsel of the State Legislature's Select Committee on Crime, said that these brokerages functioned like miniature stock exchanges, with the dealers in the various kinds of contraband occupying designated places and where the trading took place during specified hours. In many instances, he said, the students buy the guns and drugs for resale at higher prices on the streets.

The teachers in the school generally know about these illegal activities, Mr. McKenna said, but they are usually afraid to talk about them.

TERRORISM CITED

"The kids have them terrorized," he went on. "They tell the teachers that they will spark them up—meaning set them on fire—if they say or do anything."

The police also have some knowledge, "more or less," about these activities, Mr. McKenna said. But, he asserted, they often are powerless to stop them because frequently school officials will not give the police the cooperation required to mount an undercover operation in a school.

Mr. McKenna, who is also the executive director of the Policy Sciences Center, a research foundation, said he, could not identify at this time those schools where such illegal activities were known or suspected and could not give additional details because it would jeopardize investigations now underway.

He made his comments in an interview during which he expanded on a report he had written on "Crime in Schools," which appears in the current issue of the quarterly publication, "New York Affairs." In the report, Mr. McKenna said that the school crime situation was not a "medium-induced crime scare" but was far more serious than school authorities admitted.

In some schools, he said, 15 per cent of the students may have been arrested for a serious crime. "Some schools, like some prisons," he continued, "have become places where crime-prone juveniles are initiated into a criminal subculture and trained in criminal skills."

BOYS' ARRESTS NOTED

Citing police department figures, Mr. McKenna said: "In 1968, the police arrested 27 boys under 16 for murder. In 1972, they arrested 73. In 1968, 77 males under 16 were arrested for forcible rape. By 1972, the number had climbed to 152. In the major category of robbery, the juvenile arrests rose from 2,487 in 1968 to 4,086 in 1972. Some 3,884 juvenile burglars were arrested in 1968 and 3,703 in 1972."

Including those in the 16-to-18 age group, the total number of persons 18 years of age and younger who were arrested for felonies rose from 14,389 in 1968 to 20,951 in 1972.

Mr. McKenna said that while most of these crimes were committed against individual adults and businesses and occurred outside the schools, "it seems a fair deduction that a young criminal willing to risk committing a serious crime against an adult in a public place is also willing to commit a crime against a younger, weaker and more vulnerable fellow student."

[From the Baltimore Sun, Jan. 1, 1975]

BATTLE AGAINST TRUANCY APPEARS LOST

(By Mike Bowler)

The city schools are still fighting heroic skirmishes against truancy, but most officials admit that the war is long since lost.

One reason is a lack of money and the personnel money can buy.

A second, also having to do with the lack of resources, is the failure of the city to provide health and psychological services to children who are out of school but who, at least temporarily, cannot return.

PROGRAMS LIMITED

A third is an extreme reluctance on the part of school officials to prosecute the parents of chronic truants who are violating the state's compulsory atendance law.

A fourth is the very limited number of public school programs designed to attract and hold children who do not find school attractive—particularly children at the junior high level, where the truancy rate is highest.

A fifth is the doubt in the minds of many responsible educators that truancy laws make any sense. These educators argue that the limited resources of the public schools should be spent on patrons who choose to attend.

Baltimore city has but 40 home visitors, the modern version of the truant officer whose duty is to contact the families of habitual absentees and make referrals, where necessary, to psychologists and social workers.

The Baltimore county system, also one of the nation's 15 largest in enrollment, has 32 "pupil personnel workers;" Washington, with 135,000 students, has 32 "attendance officers" and 29 attendance aides.

The city home visitors are not professionally trained psychologists or social workers. They earn an average of $5,000 a year and cannot attain tenure. Efforts to upgrade their wages have met with failure.

Under the new regional school organization, the home visitors work as part of teams with psychologists, social workers and suspension workers. In school Region 5, there are five home visitors for 21 schools and 23,000 students.

"With a load like that, you don't get around to the high schools very often," said James Jones, one of the home visitors.

Within the schools, administrators have all but given up on making the original contacts with the families of students absent for a few days. "It's like emptying the ocean with a thimble," said Maurice H. Schreiber, principal of Robert Poole Junior High.

THEIR HANDS FULL

Besides, the principals have their hands full with other new responsibilities. The city's new suspension policies require hundreds of hours of a principal's time a year, and the recent desegregation orders and subsequent modifications by the school board took another large chunk of time.

Teachers once called the families of students who were absent, but many no longer consider that a responsibility. "We have a few old-timers who still do it, but most don't," said James L. Carroll, principal of Roland Park Junior High.

With more personnel, the home visitors could go into a school and literally teach attendance. Mr. Jones did that recently in a project at Pimlico Elementary School. He gave out "attendance rewards" to fourth- and fifth-graders, pitted classrooms against each other in an attendance contest and cut down on the truancy rate.

But those were two grades of thousands in the city. "It's an impossible job," said Robert C. Lloyd, assistant superintendent for pupil personnel services. And the preliminary school system budget for 1976 contains no requests for additional home visitors.

Ideally, the school system should be offering education that is pleasant and exciting, education that offers alternatives—work-study programs, for example—that might attract the truants back.

"Give us schools where children can learn in an exciting, alive atmosphere," said Mr. Schreiber, of Robert Poole School. "Give me 1,000 students with competent teachers instead of the 1,800 I have with a mixture of competence and incompetence."

But the recent series of junior high school faculty hearings conducted by W. Eugene Scott, a city board member, gave some idea of the atmosphere inside several city schools. Teachers in those schools, in fact, appeared much more concerned with eliminating the troublemakers who make their lives miserable than with attracting truants back to school.

To a person, home visitors, psychologists and social workers criticized the school system for not offering a meaningful vocational program at the junior high level, where the absentee rate is 25 percent.

Occasionally, the Department of Education will refer a child to another health or social agency, and rarely does the department seek prosecution of a child's parents for truancy.

The school system said it referred 108 children "in need of supervision" to the Department of Juvenile Services last school year and sought prosecution of 23 parents in 17 families.

SIMILAR FIGURES

Baltimore county figures are similar. Thomas J. Jordan, coordinated the county referred 30 cases to the state's attorney's office and 110 to Juvenile Services.

Children in need of supervision, after a hearing, may be placed under protective supervision of a volunteer, placed in group homes or sent to the Maryland Children's Center. Under legislation sponsored by Senator Clarence W. Blount (D., 5th Baltimore), they cannot be placed in a training school.

Dr. Lloyd said the school system has a "good relationship with health and social agencies, although he said the services offered city school children are limited. You can discuss in 30 seconds the mental health services offered by the city Health Department in the schools."

Dr. Lloyd emphasized that the school system does not consider itself a welfare or mental health treatment agency. "We have to be primarily an education department," he said. "We want a co-operative relationship, but the lines have to be drawn."

John C. Crounch, a city intake consultant for Juvenile Services, said the Department of Education "used to bring them [truants] into the system in June. What the hell good does that do? With one week of school left . . . no one from the schools is really pushing truancy."

MIDWESTERN STATES

[From the Evansville (Ind.) Press, Mar. 24, 1976]

FEAR, TENSION, VIOLENCE: THE UGLY PART OF SCHOOL

(By L. D. Seits)

A student, being escorted to the school office at Harrison High School after disrupting a math class, shoves the teacher against hall lockers and begins swinging wildly at him before being subdued.

Loud, vulgar language, screaming and the sound of chairs being overturned bring a Bosse teacher from another classroom to help separate two fighting girls. One of the girls holds teachers at bay briefly with a knife.

A North High teacher steps between two groups of boys, one black and one white, to head off a fight in a hallway. Not all of the youths back away as ordered and more teachers are needed to preserve order.

Such incidents don't happen every day in Evansville schools and they have only one thing in common. They are the types of incidents that lead some teachers to tell school board members, "We are afraid."

Such sentiments are expressed by few teachers.

Even Glenn Ballard, the 33-year-old Harrison math department head who was attacked, says, "I don't feel afraid."

But he agrees with Ted Hitch, a Bosse teacher who helped separate the fighting girls, that an air of uncertainty exists because of the number of students using drugs or alcohol. It is commonly estimated that a fourth of all students do so.

"There are students who use drugs whose behavior is unpredictable," Ballard says. Hitch puts it more strongly. He says there are students who, drinking or using drugs, "may be capable of anything."

Hitch agrees with the teacher who last fall told school board members, "We are coming to the time when a teacher is going to be injured or killed."

Edward Hardesty also agrees. Hardesty, 46, is the teacher whose intervention to head off what appeared to be a racial confrontation exposed him to the threat of physical violence.

"Sooner or later," he says, "a teacher is going to be stabbed or cut."

Women teachers are less likely to express such fears, but they appear to feel less obligation to take a direct hand in physical confrontations between students.

They join a number of female students at some schools, particularly Bosse and Reitz, in simply avoiding particular rest rooms in which discipline is non-existent. There is seldom even an attempt to impose discipline in them, and smoking of both cigarets and marijuana is not uncommon.

Girls' rest rooms, one administrator admits, have been "sort of a privileged sanctuary," beyond the control of male disciplinarians.

A female employee at Bosse says, "I wouldn't take the job" as a matron for rest rooms, one of the proposals that has been discussed to remedy the situation. "I don't go in there," a woman teacher at Reitz says of certain rest rooms. Both indicate concern for their safety.

School superintendent Victor Fisher Jr. says the school administration is considering hiring matrons to combat the situation, but finding funds to pay them is one of the questions involved.

The comments underscore some of the fears of violence by teachers, who are almost unanimous in saying such concerns seldom take place within the classroom. Halls and rest rooms are more likely trouble spots.

A woman teacher at Central was injured last week, however, suffering two teeth knocked loose, when she took hold of a 16-year-old boy who was holding another youth on the floor in her classroom. The youth struck her with his fist. The incident started out as "strictly horseplay," a school official says, but the youth who struck the teacher for intervening has been charged in juvenile court with assault and battery and his expulsion from school has been asked.

In one of the few encouraging signs, Hardesty and other teachers and administrators express a clear consensus that racial tensions and conflicts are on the decline, despite periodic clashes.

A fight breaks out in at least one of the city's five high schools on any typical school day.

In contrast to the racial confrontations that usually involve large numbers of students, most fights involve only a couple of students and personal differences.

The fight in which Hitch intervened is in many ways typical. It involved two teenagers of the same race, brought about by a personal dispute between them. It was untypical in that it occurred in a classroom. And, more especially, because after the two had been separated one drew a knife and held teachers at bay briefly.

The girl finally threw down the kitchen knife and then produced a second one, which she also threw to the floor.

Claims that racial conflicts are subsiding are substantiated to some extent by figures from school administrators.

Harrison assistant principal Warren Wilhelm says the dozen fights reported to his office this school year included only two between students of different races.

Principal Edgar Katterhenry of Central, among those who feel racial friction is diminishing, makes the point that every fight between students of different races is likely to be labeled racial by some people whether it is or not.

"People don't look on it as two invididuals," he says.

His view is supported by assistant principal Charles Mathieu of North.

Mathieu says only two hearings to remove students from the school had been held through Feb. 18 for North students and both involved violence.

A black youth was expelled after his second fight of the school year. In one he cut another youth's head and in the second tried to attack a youth with a chair in Mathieu's office after the two had fought in a hall.

Mathieu says in one of the cases the black youth and the white youth with whom he was fighting had been good friends and neither explained to his satisfaction what the dispute was about. Mathieu feels it was clearly not racial.

The assistant principal himself was the target of the attack in the other due process hearing case. He was shoved against a wall locker in a hall by a youth who had created a disturbance in the school cafeteria.

No one denies that racial clashes continue, fueled by charges on one side that racism persists and on the other by claims that black students seek to cover up their misconduct with cries of discrimination.

"I'm sure it (racism) is a factor in increasing racial tension," says a teacher at one high school. He suggests it is largely on the part of some older teachers who blame the decline in respect for teachers and rules on integration.

"It's mostly pretty subtle," a teacher at another high school says of racism among faculty members. It manifests itself in an attitude of expecting less from black students, she says, and the attitude isn't lost on them. "Kids aren't stupid."

One of the dilemmas of the racial situation is that interracial dating stirs antagonisms and is blamed for many of the racial clashes, while failure to mix socially reinforces traditional separations.

School administrators are caught in a crossfire, accused privately by teachers of failing to back them up fully in disciplinary cases and accused by U.S. Department of Health, Education and Welfare officials of racist policies because a higher percentage of blacks than whites are suspended or expelled.

Fisher declines to release the percentages on disciplinary actions by races, as well as breakdowns by schools on expulsions and suspensions.

The 144 cases through Feb. 18 in which expulsion, prosecution or transfer to the extension school was sought indicate some of the causes of teachers' concern.

Eight involved possession of a weapon, 12 the use of violence or threats, 3 causing injury to another student, 2 an attack on a school employee (the case last week at Central isn't included) and 19 defiance.

Only the cases of defiance indicate a decline from the previous school year.

The possession of weapon cases are already 2 higher than last year, with only 105 of the 180 days in the school year gone by Feb. 18. The 2 attacks on school employees compares with 3 for all of the previous school year, the 12 cases of violence or threats with 17 for all of the 1974–75 school year and the 3 of injuring another student with 5 for all of the previous year.

[From the Criminal Justice Digest, December 1975]

IN CHICAGO—DRUGS IN SCHOOLS

Thousands of children, some as young as 8, are using drugs, buying and selling them in school corridors, washrooms, and playgrounds. They come to school high and get even higher while there.

In addition to the three R's, they can tell you all about LSD, PCP, DMT, ZNA, pot, and angel dust.

But possibly the biggest problem about the drug situation in Chicago and suburban schools is that nobody seems to know how big the problem is according to a recent article in the Chicago Tribune. Some experts say drug usage is increasing, some say it has stabilized, most apparently believe it is decreasing.

"But anyone who believes this is just a passing fad, that drugs will pass out of vogue, is out of his mind," warned Dr. William Simon, a Houston social scientist who co-authored a 1,500 page study of adolescent usage of drugs and alcohols in Illinois.

"The problem has reached epidemic proportions. The shift has been not so much in actual numbers, but in the type of person who uses drugs and the age at which he begins."

Dennis Hamilton, an investigator for the Illinois Legislative Investigating Commission, testified at public hearings that most of the children he came in contact with started their drug experiences between the ages of 11 and 13.

"I believe the youngest age was 8, and the oldest was around 15 or 16," he said.

Hamilton told the commission, meeting at Rosary College in River Forest, that no reliable records are kept in school systems, and that sketch reports submitted to school administrators "only represent the tip of the iceberg."

A nationwide survey released by the National Institute of Drug Abuse in Washington, however, indicated drug experimentation and use among children is soaring, and beginning at an earlier age than ever before.

Puffing marijuana among 14- and 15-year-olds has more than doubled in the last two years, raising from 10 percent to 22 percent, the report showed. It also showed that at least half the nation's 3 million high school seniors had tried marijuana, and 6 percent of them used it daily.

Dr. Robert L. DuPont, director of the institute, termed the figures "alarming."

Two recent studies of Illinois elementary and secondary students—one a statewide survey by the Institute of Juvenile Research, the other conducted in Champaign by the University of Illinois—disclosed:

> Twenty-two percent of 14- to 18-year-olds, or a projected 230,000 Illinois students, had used marijuana or hashish.
>
> Some 31,000 had used heroin.
>
> Another 52,000 had sold drugs.
>
> Drug use appears to peak during the 9th and 10th grades, with from 21 to 41 percent using nonprescription amphetamines, barbiturates, and marijuana.

Dr. Simon's statistics indicate that more than a quarter of Illinois students have tried illegal drugs at least once.

Cook County State's Attorney Bernard Carey has his own way of gauging the extent of the problem. Carey told the Tribune that half of all crime committed in Chicago is the work of juveniles, "and more than half of them are users of illicit drugs."

"Every member of the community is a victim of this problem," he said. "It not only ruins the lives of many of our school children, but it is a direct cause of crime committed by young persons."

The Cook County Coroner's office reported that 294 persons have died from drug overdoses in the first eight months of this year. Forty-six of them were under 21, including 16 students, and four who were not old enough to start first grade.

But the story of illicit drug use by school-aged children in the Chicago area is not found in statistics. Cook County keeps none.

It is found in the schools where teachers and counsellors deal with it daily, where fellow students willingly supply drugs to other students in order to support their own habits.

For example, as John became more dependent on drugs, his contacts with various suppliers broadened, and John began delivering drugs to other users.

"I was like a little middle-man," he said. "I would get $15 or $20 just for delivering stuff. Or I might buy 15 or 20 downers (barbiturates) for maybe $15 or $20 and sell five or six of them for $10."

Restaurants, railway stations, parks, schools, and the homes of fellow students served as rendezvous points where user and seller met, he said.

"I was getting worse," he said. "More people were using more drugs—downers, acid, cocaine. There was a lot of stuff passing back and forth."

Harold Thomas, commander of the Chicago Police Department Youth Division, said his officers have concentrated on nabbing the suppliers, usually adults between 20 or 40 years old. In 1974, he said, the number of adults and students arrested on narcotics charges near schools was about equal.

"The pusher is in the business for money and there is no safer operative to actually peddle the stuff in the school than one of the kids," he said.

Thomas cited these examples of adolescent involvement last year in drug pushing:

> A 15-year-old boy was arrested at 1 p.m. on the North Side with $800 in cash, 25 nickel ($5) bags of marijuana, and 50 units of acid at $3 each. More than $1,000 worth of business for one day.
>
> A 14-year-old youth was arrested in Hyde Park with $200 worth of heroin two days in a row. Thomas said he personally called the judge after the second arrest to ask why he'd been released from the juvenile detention center. The judge told me, "He looks too small; he looks too clean to be involved in that stuff."
>
> A 13-year-old girl and her 12-year-old sister were caught selling marijuana in their school. Their parents were the suppliers, living quite well off the grass sold by their children to classmates.

"Some teen-age pushers have gone to the school at one time, perhaps they've dropped out, but they're still part of the peer group," Thomas said. "Nobody is willing to stand up and identify them for breaking the law."

Thomas said more users have created more pushers, complicating the policemens' job.

No school or neighborhood is immune from drug trafficking, and every kind of illicit drug is available, said Sgt. Ron Kelly of the youth division.

This was exemplified by a raid Wednesday at Kelly High School, 4136 S. California Ave., in which five persons were arrested, including a teenaged girl, for selling various drugs. The neighborhood is 90 percent white, blue collar, and middle class on the city's Southwest side.

"Sure the schools have problems," said Samuel Dolnick, president of the Chicago Principals' Association. "But when you have a meeting place where some 1,500 or more students gather, you're going to have pushers that approach them or do so through another student instead of selling individually or from house to house."

At Harrison, drugs have had a "catalytic effect" and blacks, Latinos, and whites, who formerly fought, now use drugs together, Ward said.

From talking with drug resource leaders of all 27 school districts, Ward said he believes the drug problem is "everywhere."

"I would say that the problem has grown," he said. "By that I mean it's no longer an inner city problem, but has now spread to the suburbs."

Nor is the problem confined to public schools. A study of eight Chicago and suburban Catholic elementary schools revealed that half the 8th graders drank alcohol occasionally or frequently, and 18 per cent of them used drugs.

"The findings appear to parallel the drug and alcohol experience in other school systems," said William Walley, an alcohol and drug educator for the Catholic Charities Central State Institute of Addictions.

"It documents the fact that alcohol and drug abuse are a growing way of life for many kids. It's gotten to the point that the norm is for drug use and drinking by the time a youngster gets out of school."

The study showed that 20 per cent of 8th grade girls reported using some type of drug, compared to 14 percent of the boys. Drugs included cocaine, LSD, animal tranquilizers, amphetamines, sedatives, and marijuana.

One reason for increased use among girls, he said, may be that many date older boys who may use these compounds.

"The wealth of a student's family is one measure of the type of drugs he or she may use," said Robert Taylor, acting director of the Cook County Metropolitan Narcotics and Dangerous Drug Enforcement Group (MEG). "Kids in well-to-do suburban schools are likely to experiment with heroin, cocaine, and hallucinogens. All are expensive."

Richard Berk, a Northwestern University professor hired by the village of Deerfield to question 2,000 students about drug usage, estimates "only a handful" of high school students there use heroin, cocaine, and other hard drugs.

Seventy-eight drug arrests have been made this year in Winnetka, mostly for marijuana, said Capt. Arthur Braun of the Winnetka police department.

"The use of drugs is found to be more of a problem with freshmen than upperclassmen, because by the time they're junior and seniors, their heads and directions are more together," said Hazel Steward who directs the drug program at Harlan High School, 9652 S. Michigan Ave.

Patrick O'Malley, 43, an American history teacher at Lane Tech High School, has worked with teenagers on the drug problem for 10 years.

"I think drugs are less of a problem today than they were, say, four years ago, when there was much more support in the media, and in popular music," he said.

"But it still exists. Let's face it. They can get it anywhere—in high, outside school, on the way to church. Just a few months ago, we had to take a kid to Ravenswood Hospital because he had taken 25 Valium."

Therein lies part of the parental problem, according to Dr. Simon, who said use of amphetamines and barbituates declined when they became harder to obtain legally. He predicts the use of common tranquilizers, Valium and Librium, will increase.

"The major source of drugs is not a sleazy pusher with his bag full of goodies," he said. "Most come right out of the family's medicine chest. Twenty percent of adult women use tranquilizers. The kids can't be far behind."

But what to do about the drug problem is something many parents are simply unable to cope with.

"Scare tactics don't work at all," said O'Malley. "The best preventive action is to get the kids to feel you're a person they can talk to. Many of the students involved with drugs have bad home lives and relationships with their peers. They don't have adults they can relate to."

Too many parents thrust the blame for their children's woes on the school system, teachers said. Examples given were driver's education, sex education, consumerism, alcohol and now drugs."

"When the church and home fails, it's turned over to the schools to handle," Dolnick said. "The school finds itself being the final link in the chain. I'm not saying that the school shouldn't be taking a part in society to combat problems, but the schools should be placed in their proper perspective."

Dolnick said much fault could be found in the schools' drug programs, but emphasized that the hour allotted to the program puts the school at a disadvantage to the time and temptations of the street.

"People want a cure, a panacea for the drug problem," said O'Malley. "But it's this way: You're like a guy in a rowboat on the ocean . . . Maybe every once in a while, someone will lean against your boat and catch his breath and go on . . . or once in a while, someone will climb on board."

[From the Chicago Tribune, Aug. 9, 1975]

SCHOOL DOPE RING CRACKED

(By Lee Strobel and Philip Wattley)

State's Attorney Bernard Carey Friday announced the breaking of a citywide network of narcotics peddlers supplying Chicago grade and high school students.

Seven members of the network which supplied drugs to students at about a dozen schools, both public and Catholic, were arrested Thursday night, Carey said.

"Our investigation centered on those making a career of corrupting our children for profit. Children in their early teens and even younger are the targets of these vultures," Carey said.

Carey said he has instructed his staff to seek prison sentences for the peddlers rather than probation.

"The time has passed when we can ignore this situation by saying 'it couldn't happen to my children'," Carey said.

Carey said most of the peddlers' efforts at selling drugs—mainly marijuana, barbiturates, LSD, and PCP, an animal tranquilizer—were at high schools on the South, Southwest, and Northwest sides.

They included Kelly, Tilden, Curie, and Taft public high schools, and Lourdes High School, a Catholic girls school.

Christopher Pucinski, 17, of 6301 N. Louise Av., son of Ald. Roman Pucinski [41st], surrendered to authorities and was arraigned Wednesday on three counts of selling cocaine and marijuana. He was released on $15,000 bond and returns to court Sept. 16.

He was one of 12 persons indicted on narcotics charges Monday by the Cook County grand jury. The indictments had been suppressed to allow Carey's investigators and Chicago police to seek and arrest them. Six of those indicted were arrested during the night raid. They are:

Peter Scialabba, 20, of 3820 S. Emerald Av., who was named in two indictments charging sales of PCP to an undercover agent.

Danny Wojkowski, 26, of 5253 S. Hermitage Av., named in five indictments charging sale of barbiturates, PCP, and marijuana.

John Johnson, 19, of 2947 S. Halsted St., charged with sale of LSD.

Benjamin Niemiera, 26, of 4347 S. Fairfield Av., two indictments charging sale of what was believed to be controlled substances.

James Armstrong, 48, of 5111 S. University Av., charged with sale of barbiturates.

Larry Craig, 22, of 2908 S. Archer Av., charged with sale of PCP and also with a quantity of a believed controlled substance.

Although not named in the Monday indictments, Paul Impallara, 31, of 4354 S. Honore St., was seized during the raid. He was charged with possession of $500 worth of PCP.

Five other persons named in the indictments were being sought by Carey's investigators and Chicago police who cooperated in the year-long probe leading to the indictments and arrests.

Carey's assistants handling the investigation are Kenneth Gillis, chief of the special prosecutions unit, Nicholas Iavarone, and Gary Griffith.

Harold Thomas, commander of the police Youth Division, said the investigation disclosed that the network of peddlers used about 100 grade and high school students as both runners and peddlers.

Thomas said his investigators discovered that heroin also was sold in some of the schools on occasion, but the drug traffic was mainly in marijuana, barbiturates, and a variety of other pills.

[From the Chicago Sun-Times, June 19, 1975]

TERROR TALK NO SURPRISE TO SCHOOL BOARD

(By Peggy Constantine)

Chicago Board of Education members said Wednesday they were not surprised by a student's testimony to a Senate subcommittee Tuesday about violence in his South Side school, but some objected to schools being blamed.

The 16-year-old student, using only the name Robert, told a Senate subcommittee on juvenile delinquency, chaired by Sen. Birch Bayh (D-Ind.), that normal behavior in his school included homicide, shooting, drug use, extortation and beatings for hire.

"I'm amazed Birch Bayh would be amazed by this testimony," said Mrs. W. Lydon Wild. "He (Bayh) isn't living in an ivory castle."

"It wasn't news to me," said Thomas J. Nayder. "Schools are human and have the same social problems all society has."

"I would like to think that it wasn't true, said Mrs. William L. Rohter, "but I can't. I wish Robert would come talk to the board or contact anyone here he trusts. Surely they would be willing to listen, and he wouldn't have to go off to the Capitol to testify."

But Mrs. Rohter also said Robert's problems were not school problems. "They may happen in school, but they reflect society. Schools are being asked to solve all the problems."

Mrs. Carey B. Preston called violence and lack of discipline "one of the most serious problems our schools face today. I wish I did know the answer. I think it requires tremendous co-operation by a number of people coming together to do things to try to right many evils of present-day society."

Mrs. Wild said: "I know what I'd do if I were a classroom teacher. I'd check the kids. I think the Constitution does protect their right to privacy but not to the extent where they're carrying guns in the classroom. I think if students are encountering dope in the halls, they have to tell somebody about it. I think students and teacher have to become more courageous. That's easy to say, isn't it, but they have to try to find some means to help out."

Edward Brady, director of personnel security and security police in Chicago public schools, was not available for comment.

Meanwhile, an Ohio juvenile court judge, testifying Wednesday before a House subcommittee on school violence, said violence could be reduced by earlier detection of abnormal behavior patterns and permitting unruly students to drop out at a younger age.

Judge John J. Toner, of the Cuyahoga County (Ohio) juvenile court, said his court is seeing more hostile, aggressive youngsters who have committed more serious acts of violence now than in his court's 75-year-old history.

[From the Kansas City (Mo.) Star, June 19, 1975]

Vandalism on Rise in Schools

(By Dennis R. Ockerstrom)

Vince is a vandal.

In 1972, when he was 11 years old, Vince and a companion also 11, burned their school in Clay County, causing damage estimated at $100,000.

"Vince could be described as a 13-year-old boy who looks his stated age. He is well-nourished and well-developed, co-operative and conforming. He is verbal and spontaneous. His judgment and insight are impaired. His intelligence is within normal limits."

That description, by a psychologist at St. Joseph State Hospital was made two years later, after Vince admitted setting a fire in a school in California.

Vince now is in a home for boys but other troubled youngsters continue a spree of destruction in area schools.

A preliminary report of a U.S. Senate subcommittee investigating juvenile delinquency, chaired by Sen. Birch Bayh (D-Ind.), concludes that violence and vandalism in schools are "reaching crisis proportions."

The report, entitled "Our Nation's Schools—A Report Card: A in School Violence and Vandalism," was released in April. It stated that, "Our schools are experiencing serious crimes of a felonious nature including brutal assaults on teachers and students, as well as rapes, extortions, burglaries, thefts, and an unprecedented wave of wanton destruction and vandalism."

While schools in Clay and Platte counties apparently are not hit as hard as schools in large urban districts, there have been many cases of destruction and potential violence. Some examples:

> In May, 1973, someone drove a 12-ton bulldozer through the rear entrance of Park Hill High School, causing nearly $45,000 damage to the school library and exterior wall.
>
> In February, 1974, Gladstone police arrested two 15-year-old students who were carrying a pipe bomb. The two said they planned to place it near a door at a junior high school where a dance was being held.
>
> In April, a 14-year-old boy was found carrying an automatic pistol to schools. He said he was "mad" at the principal. The youth later threatened his father with a shotgun.

In February, a 16-year-old boy was arrested for several burglaries, including one at a junior high where he had attempted to open a safe with a cutting torch.

In November, 1974, two 9-year-old boys who had been arrested for burglary the year before entered an elementary school near their homes and caused $4,000 damage by starting fires and destroying equipment.

In cases where the students have been caught, certain patterns emerge. Miss Mary Ann Sissom, a caseworker with the Clay County Juvenile Department, said school vandalism falls into two categories—spontaneous and planned.

"Its hard to draw any conclusions about spontaneous vandalism, because it can involve nearly any type of kid with any academic record and any home background," Miss Sissom said. "Mob psychology seems to take over in some instances, and sometimes it only takes three to make a mob."

But the planned destruction of a school, or violence against either school officials or other students seems to involve a near-stereotype, she said; a student who does poorly in his studies, attends school irregularly, comes from a less-than-ideal home and lashes out at the school as a symbol of his frustration.

Vince, the 11-year-old arsonist, fits the mold, Miss Sissom said. "He was sitting on a time bomb, but what could anyone do about it?"

The boy's parents were divorced when he was 1½ years old. His mother and stepfather were divorced when he was 10. Two years before the fire at the school, Vince's younger brother was found on a street corner, poorly dressed for the cold weather. When police took the child home the officers reported that all five children appeared to be hungry. There were cabinets full of commodity food and the mother denied the children were hungry. The house was described as "filthy" by police.

A doctor at Western Missouri Mental Health Center said of Vince: "It is my personal judgment that Vince has become involved in delinquent behavior because of a breakdown in his home situation."

While undergoing tests at the hospital, Vince wrote to his caseworker at the Clay County Juvenile Center:

"Why in hell do you keep me locked up in this damn nut house. I'm getting sick and tired of this place. I'm about to go crazy. But that's probably what you want to see. That I go crazy then you will have a good reason to lock me up for good. Am I right?"

He signed the letter, "The most criminally insane juvenile delinquent in the world."

Vince was diagnosed as a childhood schizophrenic and long term hospitalization was recommended.

Miss Mary Kay Stenger, learning disabilities teacher for the juvenile department, surveyed the young persons who have come before juvenile authorities since January.

"Twenty per cent of all our cases are the learning disabled. That is, they have some kind of learning problem although their I.Q. is normal or above," Miss Stenger said. "Another 30 per cent have some of school difficulty, generally based on a lower I.Q. level.

"The L.D.'s (those with learning disabilities) are the types of kids who lash out. They have the ability, but are continually being told they are dumb," Miss Stenger said. "You can tell some kids are prone to violence or vandalism—they misbehave, are truant and are not doing their school work, though they are capable of it."

Benny and Sue, brother and sister, were arrested with a friend in June, 1973, for burglary of a pet shop on N. Oak. They were 8 and 7 years old, respectively. In September, 1974, they were accused of a house burglary in which more than $1,000 in cash, jewelery and other items was taken. The pair admitted stealing several small items but denied taking the money and jewelry.

Last November, Benny and his pet shop confederate walked through an unlocked door at Briarcliff Elementary school, 4100 Briarcliff, scattered paint throughout the building, started three fires and destroyed expensive equipment. Total damage was more than $4,000.

Benny was tested after the last incident and his I.Q. was found to be 120. Yet his grades were poor.

"He is considered a troublemaker at school. His performance has been average with the exception of reading," which was deficient, a psychologist said.

Jay Jackson, a Clay County juvenile caseworker, said programs are needed in elementary school to spot potential vandals and violence-prone students.

In August, 1969, when he was 10 years old, Raymond admitted breaking windows at the Gracemor Elementary school. Damage totaled $1,134. At the time, his principal described him as "a con man," and said he was always fighting with other students.

In 1973, when he was 14, Raymond admitted to breaking into the same school, destroying several items and stealing others. His principal said of him then: "Raymond doesn't read well, is a remedial student, mopes around, and can't meet expectations or challenges, gives up easily, is self-limiting, and has what I call learned helplessness. He makes I's (inferior) and M's (average), and missed 39.5 days of school last year."

Psychological tests indicated that Raymond had a low-normal I.Q. (85). Reports taken when Raymond was first in trouble showed that his parents were divorced, and the five children often were left alone in the evenings.

"What we need first, a program to spot trouble before it develops, and second, another program to deal with those students who just aren't interested in the college-prep classes, and can't really handle them anyway," Jackson said. "Perhaps some unified special district in the county for vocational training."

The problem is much deeper than troubles in school, Jackson and other caseworkers admit.

"Most of a kid's life is in schools. They are the focal point of his life," James Mooney, a caseworker with the Clay County juvenile department, said. "But I think the real problems are in the family. My own feeling is that many parents give their kids money and tell them to do something, just don't bother them.

"If the parents are all wrapped up in their own world, to the exclusion of their children, who is going to teach the kids?" Mooney asked.

"Society in recent years has stressed individualism, do your own thing, be master of your own destiny," Miss Stenger said. "Is it any wonder that many kids carry this to extremes?"

"One of the major reasons behind vandalism and violence in schools is our (society's) letting kids believe that school is an island, and not part of the community," Miss Sissom said. "Kids think the normal rules don't apply, and they don't understand why police or juvenile officials have to become involved in something that happens in schools.

"This belief is fostered by many school officials who don't call police when something happens, because they think it reflects badly on the school," Miss Sissom said.

"But you can't blame schools, really. It is society that knows some problems exist, but doesn't press for solutions. We all just sit back and complain."

[From Time Magazine, June 2, 1975]

VIOLENCE IN EVANSTON

A freshman girl was raped on a third-floor stair landing during orientation week last summer. Once classes started, a home-economics teacher and a Russian teacher were attacked by students. A school accountant was robbed. Throughout the year the school was plagued by arson, larceny and vandalism. Security officers were called almost daily to break up fights or investigate thefts.

The setting for this crime wave is not an inner-city blackboard jungle but suburban Evanston Township High School on Chicago's elm-shaded, affluent North Shore. For years, the high school has been known as one of the best in the nation, and it still earns that reputation. The current senior class has nine Merit Scholars, the largest number in the school's 92-year history. Evanston's innovative curriculum offers 200 courses and programs; the campus includes a planetarium and television studio.

100 MURDERS

But Evanston, like many other previously tranquil schools, has fallen victim to a rising tide of school violence across the nation. This spring a Senate subcommittee on juvenile delinquency reported that there are now more than 100 murders in public schools each year, and 70,000 assaults on teachers. It is estimated that school vandalism costs $500 million a year—about the amount that is spent on textbooks.

While Evanston's violence does not begin to match that in many of the high schools in neighboring Chicago or other big cities, it threatens to erode the quality of the education available to the school's 4,700 students. The music department had to curtail some of its independent study programs after someone stole the recording equipment. Business classes were hampered this spring by the theft of 13 typewriters and calculators. The daily schedule was revised to cut back on students' free time. Rest rooms on the third floor were closed after they became hangouts. As a result of attacks and threats, students have become wary. "There is a degree of fear," says Senior Dan Graff. "If you see a bunch of guys in the hall, you get nervous. You might get held up." Says School Community Worker John Ingram: "We've had everything conceivable happen here but murder."

It would be simple to blame the school's problems on integration. Black students make up 23% of the enrollment and commit a disproportionate share of the violence. But Evanston Township High School has always been integrated. In 1963, for example, when 18% of the students were black, there were few problems and there was need for only one daytime security guard. This year, by contrast, the school is spending nearly $160,000 for security, money that otherwise would go for education. The exit doors bristle with electronic locks. Eight plainclothes officers with two-way radios patrol the halls, while off-duty city police monitor the 55-acre campus. Next fall four special-police youth officers will be assigned to E.T.H.S. full time. Says Senior Michael Crooks: "I feel like I'm in a prison."

What has caused the shift to violence in Evanston and other U.S. schools? A number of Evanston parents blame the high school for not enforcing discipline and punishing offenders. "They're hushing things up," says Mrs. Winston Hough, who has two children in the school. "They're afraid it will reflect badly on their image." School officials blame an atmosphere of permissiveness in the home and a lack of respect for authority. "Some of the students simply don't feel that the punishment is great enough to deter them," says Security Chief Richard Goggins. "They have little fear of suspension. They're willing to take the risk."

ASSAULT CHARGE

Evanston School Superintendent David Moberly places some of the blame on the difficulty involved in punishing students: "The whole court process has planted in their minds a 'do what you want' attitude." Furthermore, he says the court process seems to drag on interminably. The suspect in the rape case, for example, remained in school most of the year awaiting prosecution. In April he was apprehended on an assault charge and he finally dropped out of school while officials were preparing to expel him.

Moberly does concede that the school has not been blameless, and that there has been a "a certain laxness" in enforcing rules. Still, at Evanston as at other schools across the country, it is far easier to point to the problem than to deal with its causes. Says Moberly: "We are a reflection of the society that we serve."

[From the Decatur (Ind.) Democrat, May 10, 1975]

Assault on Teachers in Indiana Region up More Than 50 Percent in Four Years

In the country's northcentral region, which includes Indiana, serious assaults on teachers increased by 53 percent between 1970–1973, according to a juvenile crime report released by Sen. Birch Bayh.

During the same three-year period, drug and alcohol offenses were up 97.4 per cent in the Hoosier region.

The Hoosier Democrat, in announcing results of an 18-month study by the Senate Juvenile Delinquency subcommittee, said he was "shocked" that violent crime and vandalism had become so pronounced in Indiana.

Bayh said Indiana and the nation "face a crisis in the classroom," a crisis spurred by muggings, rape, theft and destruction of school property which is costing taxpayers some $500 million annually.

With some reluctance, the Senator said he envisioned certain situations where armed, uniformed policemen would have to be called in to restore order in schoolyards and corridors.

The subcommittee, which queried 575 public elementary and secondary school districts accounting for upwards of 22 million students, made public some rather alarming crime statistics for Indiana and the northcentral region.

Asked if these figures weren't actually more illustrative of deteriorating school discipline in the urban Northeast, Bayh said, "Not so. No area of the country is unaffected by these problems."

The subcommittee report, in fact, underscores Bayh's contention that serious school crime is on the upswing in suburban and rural Midwest communities, traditionally thought free of such problems.

While city-by-city breakdowns were not fully available, some statistics relating to Indiana school districts were.

Raw data from the subcommittee's files indicates violent crime and vandalism reached a height in Indiana's urbanized centers east of Chicago and in Indianapolis.

A subcommittee staffer explained that some State school administrators responded to the survey only under agreement the data would be kept confidential. Others simply refused to answer the questionnaire.

NO RESPONSE

School supervisors in Gary and Valparaiso didn't respond to the Bayh questionnaire. But figures for Hammond and Michigan City point to increases in a broad range of school-related crime.

The same was true for Kokomo, where the dropout rate has spiraled upward in the 1970–73 period, while incidents of burglary, assault and vandalism rose substantially.

Indianapolis apparently led the State in school crime, according to incomplete Senate data. During the 1973 school year alone, Indianapolis school district security personnel reported 24 incidents of school arson, 142 assaults on students, 19 serious assaults on teachers, 146 burglaries and 84 drug-related cases.

Indianapolis school officials told the Bayh panel that drug cases had risen twofold between 1972 and 1973. Alcohol-related offenses were also on the rise.

Nationwide, the figures are serious enough for Bayh to refer to classrooms and playgrounds as "battlefields."

In 1973, there were at least 70,000 reported assaults on teachers. Assaults on students rose 84 per cent and rapes and attempted rapes were up 40 per cent. During one nine-month period, 250 weapons were confiscated from students in one school district.

In response to reporters' questions, Bayh said that in some circumstances, "uniformed law officers might be needed to maintain order." That task was no longer within the grasp of many teachers and school administrators, he stated.

"I certainly don't like the thought of armed guards having to be stationed in schools," he said. "But there are probably some schools where this will be necessary to protect both teachers and students."

Bayh said the situation requires federal legislation and he called hearings for later this month.

The panel has already recommended a rough-hewn bill. One of the provisions would withhold federal money from school districts that fail to speedily comply with programs to reduce school delinquency and crime.

[From the Chicago Sun-Times, Apr. 22, 1975]

Waller Offers a Look at Vandalism: Bad, not Worst

(By Roger Flaherty)

Waller High School at 2039 N. Orchard probably has enough plywood in window frames to provide a subfloor for the Amphitheatre.

About 450 windows are out now and they continue to shatter at the rate of 10 to 30 a month, according to Ralph Cusick, principal of the Lincoln Park area school.

Yet the school is not considered among the worst in vandalism and certainly not in terrorism, Cusick insists.

The school custodian, James Fleming, said Waller is the best school he has been at in 27 years with the Board of Education. In the next breath, Fleming said reports of vandalism in recent days don't tell half the story.

On Wednesday Acting Schools Supt. James F. Redmond reported to a U.S. Senate subcommittee that although acts of vandalism at schools last year remained about the same in number as the year before, the cost of the property damage was more than $3.5 million in 1974.

That figure, he said, includes $2.3 million to replace 90,000 broken windows, up more than $300,000 from 1973.

Vandalism in the nation costs U.S. schools more than $500 million a year, according to the Senate Judiciary subcommittee on juvenile delinquency. The subcommittee is studying what it calls the crisis of violence and vandalism in U.S. schools.

"It's just impossible to keep up with the damage," Fleming said. Not only windows, but toilets and doors and walls have been vandalized in the school. "We can't keep up with the doors (leading to the outside)," Fleming said. "They stand out there all day kicking at them, pulling them right off."

Fleming said he has someone making repairs every day in the toilets—mostly on the flush valves that many students operate with a flick of their shoes.

In the north addition to the school, the newest part, there are 126 windows broken out of a possible 177.

"That's not astounding when you consider there hasn't been one repaired in the last three years," Cusick said. "I haven't seen a glazier in two years."

Cusick also said the presence of 15 acres of unimproved urban renewal land just north of the school is no help in keeping windows intact. Windows are too handy a target for all those bricks and pieces of broken building foundations, he said.

"The majority of our vandalism is graffiti," Cusick said. "I think these kids do it because they've got felt tip pens and they think it's funny."

Cusick said the writings are painted over about three times a year, but as soon as one person writes on a newly painted wall, others are sure to follow.

Now hear some of the Waller students: "It's not a school. It's like a prison," said Roberto Reyes, a senior student. Reyes, leaning against a much-kicked outer door, said, "It's like they don't care about this school. They never do anything to fix it up." Reyes said it was hard to adjust to Waller after graduating from the clean, relatively quiet St. Teresa Elementary School a few blocks west.

Jose Claudio, a spunky freshman standing next to Reyes, agreed vigorously. Reyes said the plaster is falling everywhere and that classrooms have been closed because the walls are falling down.

(Not so, said Cusick. Only one room is closed and that is because someone "kung-fued" the light fixture.)

Jose said he would like the school better if it were fixed up, or, better still, a new school built.

Both ideas have been discussed over the years and it appears the school will undergo extensive rehabilitation. Cusick said work might begin this summer.

Other students listening in to the discussion suggested that Waller lacked school spirit, that students would take more pride in the physical plant if they felt more pride about the school.

Cusick agreed that Waller could use an esprit, but lays its lack to the fact that most kids have to hurry home from school when spirit-raising activities take place. "About 70 per cent of our students work after school," he said.

Rick Perez, a junior, noted that windows in the study hall and along an area that until recently was a student lounge were all intact. "They like those rooms, they don't break those windows," he said.

A 1974 Waller graduate, who gave the alias of Jim Dandy, said Waller was rough the first two years he went there, but that the place had calmed down in recent years. He now attends Columbia College.

"In my last two years, I knew everyone in the school," he said.

Cusick backed him up. "Once or twice a month, we have teachers taking students in for a station adjustment (a visit to the local police station)," he said. "But we don't have the real fear inside the school that was there seven years ago."

There is strict review of everyone going in and out of the school, locked washrooms between breaks and aggressive patrol by assistant principals on the inside and the Chicago Police Department on the outside. But Cusick insists it's not a prison atmosphere.

"They're not being checked all the time—unless they're out of line," he said.

Cusick also pointed with pride to the school lunchroom and auditorium, which underwent renovation about four years ago and have survived nicely since. The lunchroom has a wall mural painted by students, which he said may be responsible for the lack of vandalism there.

As for the outside of the auditorium, where 47 of 66 windows above the foyer are broken, Fleming has the answer. "We are going to replace all of the windows with 54 aluminum strips," he said.

[From the St. Paul Pioneer Press, Apr. 13, 1975]

Schools: Dense Thicket of Mayhem and Plunder

(By Ed Zuckerman)

Teachers in numerous big city school districts presented a unique contract demand when they sat down to negotiate new salaries several years ago.

They felt they deserved "combat pay" to help offset in a financial way the personal dangers teachers faced in classrooms filled with undisciplined students.

A report issued this week by the Senate subcommittee to Investigate Juvenile Delinquency gives new credence to the fears which sparked those demands. It portrayed the nation's schools as "armed camps" where mayhem and vandalism have become a way of life.

Based on a survey of 757 public school systems, subcommittee Chairman Sen. Birch Bayh, D-Ind., described the report as "a ledger of violence that reads like a casualty list from a war zone or a vice squad annual report."

More than 70,000 classroom teachers are physically assaulted by students each year, the survey claimed. And, the national bill to repair or replace vandalized or stolen equipment is thought to run as high as $500 million a year—an amount almost equal to the amount paid each year by schools for textbooks.

One of the report's most disturbing findings was that violence and vandalism is not contained in inner city schools. It occurs in suburbs just as frequently and injuriously, the report indicated.

"The combat pay idea floated around for awhile but it didn't take hold because we decided that the real solution to the problem was more teachers, better salaries, improved facilities and a more efficient disciplinary system," said Ralph Lloyd of the American Federation of Teachers (AFT) union.

In some school districts, added Donald Walker of the National Education Association (NEA), contract negotiations have produced demands for security guards and effective disciplinary procedures.

"Too many times," Walker said, "building administrators seem too busy to investigate a disciplinary situation. They send an expelled student back to the classroom without seeking a conference with the teacher and the parents to straighten out the problem. When that happens, the students realize they can get away with anything they want."

Bayh, who introduced legislation aimed at reducing the incidence of school violence and will begin hearings on the subject this week, said the problem of classroom crime is getting worse each year.

Between 1970 and 1973, the Indiana Democrat said, assaults on teachers increased 77 per cent, assaults on students increased 85 per cent, robberies of teachers and students increased 37 per cent, rapes and attempted rapes increased 40 per cent, homicides in schools increased 18 per cent and the number of weapons confiscated from students increased 54 per cent.

"Too often, youngsters arriving at our public schools today are not finding the quiet atmosphere of instruction, enrichment and encouragement. Instead, they are finding an environment dominated by fear, chaos, destruction and violence," he said.

The problem of assault and rape on teachers has gotten so commonplace, according to the subcommittee, that teacher manuals sometimes contain advice on combatting sexual and physical assault.

Included in one such manual is a reminder that "a (ballpoint) pen will open a beer can—or a kidney or an eye."

Organized teen-age gangs operating in several big city school systems cause havoc in and out of the classroom. Pupils who refuse to join gangs attend school at their own peril, sometimes dropping out of school to avoid danger, the report noted.

Large-scale gang warfare has had a severe impact in New York City and Philadelphia, for example.

"Some 350 students were kept home from Adlai Stevenson High School in New York City from September 1971 to March 1972 out of fear for their safety. Parents stated that this action was warranted because of children being mugged, robbed, intimidated, harassed and stabbed by other students who were members of Bronx gangs," the report stated.

In Philadelphia, school authorities have initiated programs to escort pupils through hostile neighborhoods where gang activity is high. "Safe corridors" through those areas are monitored by police and community volunteers.

Many school systems have been forced to invest revenues in security personnel and crime detection systems.

"Boston is the only major city in the country that does not have a security system," the report noted. "There are alarm systems in only 33 of the city's 204 school buildings. Five of these systems were stolen during 1973."

In 1973, there were almost 10,000 reported crimes committed in schools or on school property in New York City alone, including three murders and 26 forcible and attempted rapes. In one year, the New York City Board of Education spent $4 million to restore vandalism-caused damage—enough to construct and equip a new elementary school.

But the problem is not contained in big cities, the report maintained.

Public schools in Duluth, with an enrollment of about 20,000 students, spend $20,000 annually to replace broken windows and over $10,000 annually to replace stolen equipment.

At Boulder, Colo., a university town with a high standard of living, public schools reported $65,000 worth of vandal damage losses and a 1972–73 school year security budget of $60,000. During the 1971–72 school year, the system suffered 17 robberies, a figure that rose to 31 in the succeeding school year.

The subcommittee report attempts to isolate the underlying causes of increased school violence—ranging from lackluster or inconsistent discipline policies to uninspiring curriculums or rundown classrooms.

"The subcommittee found that in numerous institutions across the country, students, administrators and teachers are embroiled in constant ongoing disputes over restrictions on dress, hair style, smoking, hall passes, student newspapers, and a myriad of other aspects of school life," the report said.

In too many cases, the report continued, students are suspended or expelled from their classrooms without proper hearing.

"One common thread of particular interest to the subcommittee running through many of the underlying causes of school violence and vandalism is what may be called the crisis of due process," the report said.

The recent Supreme Court decision in Goss vs. Lopez, holding that student expulsion or suspension procedures must be governed by standards of due process, will have a "positive" impact on the problem, the subcommittee report said.

But the AFT's Ralph Lloyd views the Supreme Court decision differently.

"We deplored that decision because the court did not take into account the special relationship that exists between the teacher and the pupil. Further, it didn't recognize the lack of administrative support in school disciplinary cases," Lloyd said.

Added the NEA's Donald Walker, "Teachers should have a right to expel a pupil from a classroom and keep them out until administrative action is taken."

[From the St. Louis (Mo.) Post-Dispatch, Apr. 11, 1975]

School Vandalism Here Reported Below U.S. Rate

(By Linda Eardley)

Violence and vandalism in St. Louis-area schools apparently has not risen so sharply as the national rate, school officials say.

In fact, the educators say they are astonished at the report on a survey of school violence made public this week by the Senate subcommittee.

The national survey estimated that school vandalism cost $500,000,000 a year and said 70,000 teachers and "hundreds of thousands" of students were assaulted each year.

In this area, the city schools have the most problems. Robert A. Hughes, security co-ordinator for the city schools, says an average of 13 police reports on school incidents pass across his desk each day. These incidents range from trespassing to burglary and assault.

Hughes is tabulating statistics on school crimes over the last several years. As of now, his figures are sketchy.

In the school year that ended in June 1973, equipment valued at almost $76,000 was stolen in 304 burglaries, Hughes said. There were 251 burglaries in 1972 and 215 in 1971.

Hughes estimated that most crimes had risen this year.

He keeps his fingers crossed when he talks about murder. So far this year, there has been one—the shooting of a Sumner High School student last month. Last year, after only two months of school, two persons had been shot to death on school property.

Most of the assaults in city schools are committed by outsiders against students, Hughes said. He has received "well under 50" reports of assaults on teachers this year.

Crime in the schools is inevitable, Hughes says.

"Look at the city around the schools," he explained. "The schools are a reflection of the community. The youngsters are little images of their parents. For a city that has almost 60 homicides already this year, I wonder if the schools aren't fortunate to have only one."

In Jefferson County, more than 80 teachers at Northwest High School in House Springs refused to work one day last February after one teacher was knifed by a student and another teacher was struck in a school hallway.

In St. Louis County, teachers at Wellston High School last fall took part in a "sick-in" to protest against student violence.

Elsewhere in the county, few teachers have been physically abused officials say. But teachers say the abuses exist but go unreported or are "hushed up" by the school administration.

"It's the dirty linen that schools don't like to hang out on the line," says James Groetsch, research director for the Missouri National Education Association.

The head of the St. Louis Teachers Union, Demosthenes DuBose, says the incidents against teachers are probably two or three times the number of reported ones. Threats, minor abuses and vandalism to teachers' property often go unreported to school authorities or the police, DuBose said.

Vandalism in Ferguson-Florissant this year cost the district $22,000, said George Frederickson, assistant superintendent of business administration, but it is on the decline over the last year or two. Glass breakage is the greatest loss each year, amounting to at least half of the damage.

In University City, vandalism has decreased 80 percent and burglary is down 50 percent in the last two years, said Ernest Tilly, superviser of maintenance. School officials credit the drop to watchful residents and a monitoring system with the University City police.

Vandalism and break-ins in the Jennings, Webster Groves and Parkway districts are minimal, officials say.

Some of the threat has been alleviated by a declining enrollment, said George W. Brown, Webster Groves superintendent.

"When you have crowded conditions, people bump against each other and things start," Brown explained. "But when you have a trend in the opposite direction, there is not so much tension."

Brown said vandalism in Webster Groves had increased in the late 1960s, diminished markedly in the early 70s and has since stabilized.

Most districts in recent years have hired janitors to guard school buildings all day and most or all of the night. St. Louis has about 120 security guards stationed at school doors to help keep unauthorized persons out of the buildings.

Other security measures are identification cards for students and burglar alarms in schools.

"But what we really need is a strong person in every school, backed by strong parents, who gets the message through to the kids that they can't get away with these things," said one security officer.

[From the Milwaukee Journal, Apr. 10, 1975]

School Vandalism Termed Crisis

Washington, D.C.—A Senate report charged Wednesday that violence and vandalism in the nation's schools had reached a crisis level and was worsening rapidly.

The report said, "Our schools are experiencing serious crimes of a felonious nature, including brutal assaults on teachers and students, as well as rapes, extortions, burglaries, thefts and an unprecedented waves of wanton destruction and vandalism."

The report said one study estimated that the cost of replacing broken school windows in an average big city each year would build a new school.

"The ledger of violence confronting our schools reads like a casualty list from a war zone or a vice squad annual report" said Sen. Birch Bayh (D-Ind.), chairman of the Senate judiciary subcommittee on juvenile delinquency, which prepared the report.

Bayh said the problem cost $500 million a year, which he called "a vandalism surtax," and which he said was equal to all the money spent on schoolbooks in 1972.

Bayh said the report surveyed 757 public elementary and secondary school districts throughout the country.

He said he would introduce legislation to provide financial assistance for alternative educational programs and security plans.

The report disclosed that between 1970 and 1973, student homicides increased by 18.5%; rapes and attempted rapes by 40.1%; robberies by 36.7%; assaults on students by 85.3%; assaults on teachers by 77.4%; burglaries of school buildings by 11.8%; drug and alcohol offenses on school property by 37.5%, and dropouts by 11.7%.

The report estimated that 70,000 teachers a year are victims of serious physical assaults. It said that by the end of the 1973 school year the number of weapons confiscated by school authorities had increased by 54.4%.

A spokesman for the Milwaukee School Board said Thursday that in comparison with other parts of the country, "we would seem to have a rather calm and peaceful situation."

Nevertheless, the spokesman said glass breakage in Milwaukee's 160 school buildings was up 5.6% in 1974 and cost $270,880; vandalism increased 3.2% in 1974 and cost $468,100.

The cost of glass has risen 57%, the spokesman noted.

Some 7,900 window panes were broken in 1974, and there were 3,545 requests for repairs due to vandalism, he said.

[From the Chicago Tribune, Nov. 12, 1974]

Vandalism Costs Up At Schools

A rock is thrown thru a school window. Paint is splattered on classroom desks. A typewriter carted off during the night.

For the Chicago school system, each incident represents another ring of the cash register.

Vandalism and theft cost the Chicago school system $3.2 million last year, nearly two-thirds of that total was spent to replace broken windows with a more resilent glass substitute and to pay the related labor costs, according to school board member Gerald Sharbor.

Though vandalism has decreased in recent years, the cost of repairs has skyrocketed.

During the last school year, almost $2.2 million was spent to replace broken windows, compared with $1.3 million four years ago. Francis Cronin, director of plant operation and maintenance for the schools, said the higher cost reflects the higher price of glass substitute—up to seven times more expensive than glass—and the higher wages paid to glaziers.

Cronin noted, however, that altho the initial cost of the glass substitute is high, it pays off later. It is virtually unbreakable, he said.

More than $1 million was spent last year on fire damage, theft, and vandalism.

Currently, 160 schools have electronic surveillance systems and 350 night watchmen are employed at public schools. The school board also plans to have exterior lighting installed at every school in the next four years as a deterrent to vandalism.

Speaking at the James Monroe School PTA last week, Sbarboro said:

"Vandalism is basically a community problem and will require community action. While vandalism is a phase of the general crime problem, much more emphasis on the values of school life and property by teachers, students, parents, and the community in general would help cut the costs in property damage—and damage to the educational program."

[From the Detroit News, Apr. 1, 1974]

How Bad is Detroit School Crime?

(By Charles W. Theisen)

Crime and violence in Detroit's public schools are declining, according to records kept by school security officials and police.

But some teachers and the head of the teachers' union charge that the crime statistics are incomplete and misleading.

A frustrated teacher at an east side junior high school said:

"It's just a sick place to be in. It's so chaotic, it's not like teaching at all.

"Sometime I have to spend 40 of the 50 minutes of class time just getting the students to sit down. I'm hoarse from shouting when I leave school.

"I know I could lose my job for saying this but who minds losing a bad job?"

Another teacher said it is possible to get a "marijuana high" in her school simply by walking through the corridors.

Mrs. Mary Ellen Riordan, Detroit Federation of Teachers president, flatly rejected any suggestion that the situation is improving.

She contended that student assaults on teachers have remained constant—and intolerably high—in the last two years despite statistics to the contrary.

School officials, she said, are "unwilling to report things that sound bad and look bad" and are faced with "a flood of paper work that tends to obstruct efficient administration."

Conflicting viewpoints on school crime can be obtained from various principals, teachers and students—not only from one school to another but even within a single school.

In an effort to get the facts, The Detroit News visited a number of schools, analyzed school crime reports and interviewed school personnel, students and parents.

Among the findings:

> Lack of disciplinary control over students—rather than crime as such—appears to be the most serious day-to-day problem facing principals and teachers in some, but not all, Detroit schools.
>
> The nature of school violence and disorder has changed—a shift from the mass demonstrations and protests of recent years to acts by individuals or small groups.
>
> Drug use and drug trafficking in and around Detroit's high schools have not been halted or substantially reduced. Drug pushers, many of them former students familiar with a school's layout, are skilled at dodging school security officers.
>
> The placement of security guards in all high schools and at some junior highs on a temporary basis—beginning in 1969—apparently has helped trim the number of reported crimes and incidents in Detroit schools.

The number of "incidents" or crime-related happenings reported within the school system dropped 17 percent during a sample period of 1973 compared with 1972.

The reports cover all types of law violations, including assaults upon students and personnel, possession of weapons, drug abuse and thefts which occur in schools or involve students on their way to or from schools.

A check of the number of physical assaults upon both students and school staff, not including "verbal" assaults, shows a 31 percent drop for the sample period.

Robert H. Potts, chief of school security, acknowledged that the reports may not include or accurately reflect all incidents which happen in the schools.

Some school principals, he said, prefer to keep less serious offenses "within the family" and resolve them without making an official report.

Not until The Detroit News requested a breakdown had any analysis been made of assault incidents to determine how many actually were of a criminal nature or serious enough to cause injury.

It was found that "assaults" frequently include such things as shoving matches between teachers and students or, as in one case, a student snatching a wig from a teacher's head.

Although reported assaults on both teachers and students totaled 134 for the 2½ months that Detroit schools were open prior to Jan. 1, only three victims required medical treatment.

Nineteen of the assault cases involved some kind of weapon in the offending student's possession.

In the previous school year, from the start of school Sept. 6 to the following Dec. 31, a total of 249 physical assaults were reported—57 involving weapons and 16 requiring medical treatment.

(Figures for the two periods are not exactly comparable because a teachers' strike delayed the opening of school for 31 days last fall.)

On a calendar-year, basis, statistics show that assaults on teachers and other school personnel have dropped from 213 in 1971 to 202 in 1972 and 90 last year. Assaults on students, meanwhile, have declined from 824 in 1971 to 598 in 1972 and 381 last year.

DETROIT SCHOOL CRIME

	1970-71	1971-72	1972-73	July 1, 1973 through Feb. 28, 1974
Total incidents	2,167	1,672	1,530	909
Assaults on students	909	701	483	249
Assaults on school personnel	246	198	143	59
Incidents involving outsiders	206	278	272	137
Weapons involved	262	192	139	75
Drug possession	51	59	62	36
Extortions	221	104	49	4
Molestings	29	31	37	6
Thefts	260	219	101	185
Destruction of school property	69	46	32	18

Note: School crime.—The above chart does not include statistics for a number of other categories maintained by school security officials—such as verbal assaults or indecent exposures—although all known crimes are reflected in totals.

Another barometer of school crime is a statistical record kept by the School Delinquency Unit of the Detroit Police Youth section.

These figures show that school-connected offenses involving juvenile males, age 16 or younger, dropped from 2,112 in 1970-71 to 1,474 in 1971-72, and 1,333 in 1972-73.

However, these figures do not include law violations by male students age 17 or older or by females and therefore do not necessarily reflect the complete picture in senior high schools.

Another part of the Police Department involved with school problems, the Community Relations Section, also reported a drop in the number of incidents investigated. The section has eight two-man teams of officers who make regular visits to schools, checking rumors of impending trouble, talking with school personnel and students and otherwise acting to prevent crime.

The number of incidents investigated by the teams dropped from 41 in 1970-71 to 16 in 1971-72 and 11 in 1972-73.

Although exceptions can be found, most of the teachers interviewed by The News said the atmosphere in their schools is not such that they fear for the physical safety of themselves or their pupils.

However, they are concerned that their own effectiveness and student achievement may be seriously damaged to the degree that crime and unrest do persist.

WESTERN STATES

[From the Washington Post, Jan. 12, 1976]

GANGS A WAY OF LIFE IN CHINATOWN

(By Cynthia Gorney)

SAN FRANCISCO—In the high school that serves San Francisco's Chinatown, some students walk the campus carrying guns.

Police have arrested 14- and 15-year-olds in the neighborhood for armed robbery an assault, and they say they cannot count the extortions committed on a daily basis by teenagers who band in gangs.

Across San Francisco Bay, police say gangs, whose leaders came from San Francisco's Chinatown to the Chinese community in Oakland, in recent months have extorted as much as $25,000 from restaurant owners and committed gang rapes. Oakland police also have reports that teenagers connected with gangs in the city's high schools are passing around a machine gun.

"I used to carry a machete," a young San Francisco man said last week after describing how he was stabbed five times last spring by gang members who thought he was a friend of someone who owed them money. "But then I realized that if they're going to get me, they're going to get me."

The exact number of Chinese gangs is unknown; officials estimate between two and five major gangs are operating in Northern California.

San Francisco police say the gangs may be spreading, recruiting members in other cities with large Chinese populations. In Los Angeles, a police department Asian task force is attempting to control youth violence.

The youths' are the most recent newcomers to a gang violence that has plagued the Chinese community here since the late 1960s, when relaxed federal immigration laws brought thousands of Chinese to an already overcrowded urban ghetto.

By police reports, no more than 200 bay area youths are connected with the gangs. They constitute a tiny element of the large Chinese community here, which is estimated at 90,000 throughout San Francisco, one-tenth of the city's population.

Since 1970, police said, some 40 persons—30 of them in the bay area—have been killed in California intergang fighting, and numerous others have been wounded in street confrontations. Victims as young as 14 have been shot, stabbed or beaten to death, according to police records.

Many of the youths involved are new arrivals to San Francisco, teenagers with limited English who often wind up in remedial classes where many of their fellow students are delinquents.

Gangs offer companionship, a sense of purpose, protection against a hostile environment—the same attractions that drew some immigrants in the late 1800s into protective societies called tongs. And like the sensationalized "tong wars" of the early 1900s—feuds that sometimes erupted into violence—intergang fighting among Chinese youths is a phenomenon not fully understood outside Chinatown.

Many tourists and non-Chinese think of the city's Chinatown as a glittery square mile of restaurants, groceries and import stores. Traffic on Grant Avenue, a narrow street that runs through the center of the neighborhood, is frequently slowed by tour buses.

But the neighborhood is a miniature city—and a crowded one, housing some 40,000 persons, according to the 1970 census. It maintains a separate Chamber of Commerce and has a local telephone directory printed in Chinese.

Chinatown's housing density is 10 times the national average, according to researcher Victor G. Nee. As of 1974, he found the neighborhood had the highest level of tuberculosis and suicides in the country. Its unemployment rate hovers around 13 percent. Forty-one percent of Chinatown's population is below the federal poverty level, and about three-quarters of its housing is below city code, much of it consisting of 50-year-old tenements with inadequate plumbing, Nee found.

"It's like putting 50 people on a bus when the bus can only hold 40," said San Francisco police community relations officer Fred Lau. "You're bound to have problems."

In 1967, a group of foreign youths made their first appearance in Chinatown as the Wah Ching—Young Chinese. They banded together, as one youth remembers, against the taunts of American-born Chinese.

"They'd call them 'chinks,'" he said. "And they had nothing. When you're foreign-born, you've got no job, you've got no money. Wouldn't you join?"

Initially, some say, the Wah Ching wanted job training and bilingual education. They brought their demands in 1968 to a meeting attended by the Chinese American Citizens Alliance and representatives of the Chinese Six Companies, a protective society that evolved from regional associations in China.

But the Six Companies, a business-oriented and politically conservative institution, rejected the demands of the Wah Ching. It was in the bitter years that followed, according to observers, that the young group began to harden. Petty extortions and protecting of turf gave way to armed robbery and involvement with the Chinatown underworld. Illegal gambling in Chinatown traditionally has made protection a lucrative business.

In 1969 and 1970 the gang members began to split over control of money and power. And in 1970, with the fatal shooting of a 19-year-old Wah Ching member, the youths began a series of murders that locally was called the Chinatown gang war.

At its height, the violence developed into a series of what appeared to be planned executions. Three victims were discovered strangled and tied with rope, and a youth counselor was found shot to death, with a note reading "Die, pig informant," attached to his body.

About a dozen young men have been convicted since 1974 on charges of murder or conspiracy to murder, but no shooting deaths have occurred in recent months.

Three months ago, a youth thought to be connected with a gang was badly beaten and burned with cigarettes in Oakland.

Some community workers say organized gangs no longer exist here. Police, however, citing a recent rash of armed robberies by young persons speaking Cantonese, say the gangs have turned on the community instead of each other.

By police estimates, some 45 robberies have been committed in the last 90 days by young men police believe are gang members. Because victims frequently fear retaliation, more crimes go unreported, police said.

A number of Chinatown residents said there is little trust in the neighborhood for the San Francisco Police Department which has seven Chinese-American officers. "A good number of them (Chinese residents), particularly new arrivals, are afraid of the police," said Jack Woo, head of Six Companies. "In Hong Kong, they're used to the police over there—they have an image of bribery, payoffs, under-the-counter wheeling and dealing."

And the Chinese community, which historically has relied on protective societies and police bribery to ease white hostility, has "always lived with extortion," said police officer Lau. "If you don't contribute, things start happening to your business."

Lau said problems of communication between the police and the community might be eased by increasing the number of Chinese-speaking police officers. The department recently lowered its height requirement for recruits in an effort to attract more Asians.

Wayne Yee, director of a federally funded, legal aid program called Chinese Youth Alternatives, said emphasis must be placed on education and counseling to improve Chinese immigrants' self-image. "You've got people out there who really think they're gangsters," he said. "It's not a good image, but no other image exists."

[From the Los Angeles Times, May 29, 1975]

33 Arrested in Drug Raids at Nine L.A. High Schools

(By Richard West)

The second mass roundup of suspected drug pushers at Los Angeles high schools in less than six months was begun by police Wednesday, with 33 arrests made at nine campuses by nightfall.

Taken into custody were 10 adults, who were booked on suspicion of possession of narcotics for sale, and 23 juveniles, who were taken to Juvenile Hall.

Probation Department officials refused to say how the juveniles were being handled, including whether they were being released as fast as officers brought them in as in the December roundup.

At least 20 other suspects were still being sought Wednesday night.

This roundup was smaller in scope than the operation that netted 233 suspects at 24 schools last December because, a police spokesman said, of "a definite decline in the visibility of drug use and access to drugs in and about the selected high schools."

But it brought the same "damned indignant" reaction from Dr. Julian Nava, a liberal member of the city Board of Education, that he had expressed after the December roundup.

"With the new (liberal) board majority, I think this crap won't be happening much longer," said the Harvard Ph.D.

Ramona Ripston, executive director of the American Civil Liberties Union of Southern California, also condemned the campus arrests.

"The presence of secret police on our campuses will eliminate trust, openness and adventurousness and will lead to a kind of observation and intelligence-gathering that will mean spying on the opinions, styles and behavior of teachers, students and administrators," she said.

Twenty-four plainclothes officers began making the arrests at the schools at 7 a.m. after completion of a 3½-month investigation.

The drugs bought by the undercover officers included marijuana, hashish, pills, LSD and "Angel Dust," a horse tranquilizer which, when used with marijuana, produces hallucinations, officers said.

During the December roundup, most of the 233 student suspects were released and were back on the streets—and the campuses—within 24 hours after they were picked up.

Lt. Don LaGuardia, head of the juvenile narcotics section, said the arrest phase of the school "drug buy program" was based on the purchase by four undercover officers posing as students of $1,300 worth of drugs from 53 suspects.

The new investigation and arrests affirmed the belief by police and other agencies that "drugs are still available in our high schools and pose a threat to students," LaGuardia said.

Their quick release brought angry protests from school principals, police officials and others. Some principals complained that many of the suspects were swaggering around campuses like heroes the day after officers had picked them up bragging about their arrests.

However, Presiding Juvenile Judge William Hogoboom praised the juvenile and probation officials for the action, saying, "They performed their statutory duties in a professional, responsible and completely legal manner in the face of community and political passion and emotions."

LaGuardia said those arrested on school campuses Wednesday were first brought to the principals' offices for identification, then taken to various police stations and Juvenile Hall for processing.

Depending on the seriousness of the alleged offense, the suspects were either released to their parents or sent to Juvenile Hall.

LaGuardia explained that the suspects were taken to the principals' offices this time so that administrators would have their names immediately.

In the December roundup, principals complained that in some cases several days went by before they received reports on those who had been arrested. This held up school suspension of the suspects.

In conjunction with the crackdowns at the high schools, officers said they have been rounding up dealers operating in areas adjacent to city high schools.

Nearly 300 suspects, including close to 200 juveniles, have been arrested in these areas near the schools in recent months. Fifteen per cent of these arrests were for sale or possession of "controlled substances," including marijuana.

Nava, in expressing indignation over the roundup Wednesday, accused police officials of ignoring a promise they made after the December roundup that they would inform the school board of any future narcotics crackdown on school campuses.

Nava said he was not informed beforehand of the arrests to be made Wednesday and he had "serious doubts whether anyone (in school administration) knew."

The police spokesman, however, said Nava was wrong about this and that school administrators knew about the investigation and the planned arrests.

A school district spokesman said police gave advance information on the operation to the principals of the schools involved, top administrators and Dr. Donald Newman, president of the school board.

"We were aware of what was going on," the schools' spokesman said.

Police refused to divulge the names of the high schools where the arrests were made, but the school district spokesman said they included Narbonne, Banning, Grant, Taft, Fairfax and Polytechnic.

Officers said that one juvenile dealer arrested Wednesday appeared—in a confused fashion—to be trying to take advantage of legislation pending in Sacramento which, if passed, would allow a person caught with less than an ounce of marijuana to be given a citation instead of being arrested.

This dealer sold a large quantity of marijuana to undercover officers but only in amounts of a fraction of an ounce at a time, which he apparently believed might be legal, officers said.

[From the Honolulu Advertiser, May 21, 1975]

BURGLARY, VANDALISM RATE SOARS IN ISLAND SCHOOLS

(By Tom Kaser)

Burglary and vandalism losses in Hawaii's public schools are expected to be 35 to 40 per cent higher this fiscal year than last, according to figures obtained by The Advertiser.

By the time the current fiscal year ends June 30, public school burglary losses are expected to reach $118,800, nearly 40 per cent more than the 1973–74 total of $85,131.

Vandalism losses are expected to reach a record $170,000, nearly a 35 per cent increase over the 1973–74 loss of $111,223.

The figures, compiled by the Department of Education (DOE) and the Department of Accounting and General Services (DAGS), do not reflect the total loss caused by burglary and vandalism, however.

The burglary total, for example, does not include stolen supplies, classroom materials and cash. It is only for the loss of State-owned equipment—and even then only at its original purchase price.

Similarly, the vandalism total is only for materials, not labor.

The 1974–75 burglary loss expected by the DOE would be the highest such figure since the 1971–72 fiscal year, when $120,113 worth of equipment was taken from Island public schools.

The previous fiscal year, 1970–71, suffered a record $150,601 in burglary losses, and DOE officials do not know why. Reportedly, there was a national surge that year also.

"Except for those two fiscal years, 1970–71 and 1971–72, burglary losses have increased steadily through the years," said Ted Stout, a staff specialist in the DOE's Planning Services Branch.

He noted that there were $14,063 in burglary losses for 1965–66, $32,759 for 1966–67, $42,186 for 1967–68, $66,159 for 1968–69, and $78,395 for 1972–73.

He also pointed out that there seems to be a cyclical nature of school burglaries. "It runs high during those months that school is in session, except for December. And it runs low for the summer months," Stout said.

Vandalism follows much the same pattern, he added.

Usually 96 or 97 per cent of the DOE's total burglary losses—including those to public libraries—are to public schools on Oahu. Last fiscal year (1973–74), the Honolulu School District suffered the largest portion, 36 per cent of the statewide school burglary loss.

Fire losses to Isle public schools are more sporadic from year to year, but the number of fires is gradually increasing, Stout reported.

For example, there were only 13 school fires in calendar year 1972, but the total loss to the State was more than $3.5 million. In 1973, by contrast, there were 38 school fires but the total loss was only $472,169.

Between Jan. 1 and Feb. 11 of this year, there were 24 school fires.

One district that has been particularly concerned about its rising vandalism, burglary and fire losses is Leeward Oahu. A group of parent representatives appealed to the Board of Education April 17 for immediate help in the form of funds for special lighting and increased surveillance, but it was not granted.

At the board's May 1 meeting, Leeward Superintendent Domingo Los Banos told of his district's increased efforts to thwart burglary, vandalism and arson in schools.

Vanadalism has been especially common at Maili and Nanaikapono Elementary Schools, he said, and also at Campbell High, Ewa Beach Elementary, Ilima Intermediate, Makakilo Elementary, Nanakuli High and Intermediate, and Pohakea Elementary.

Between July 14 and Oct. 15 of last year, the Leeward District conducted an experimental patrol program that involved two men in trucks patroling the eight campuses from 10 p.m. to 4 a.m. seven nights a week.

Although three of the schools experienced a vandalism increase during that period, five experienced 50 percent fewer such incidents than for the same period the previous year. Principals generally rated the project to be moderately effective and said they wished to see the project continued.

The Leeward District has since provided a roving security patrol for various schools, and a volunteer group—the "Juvenile Patrol Waianae"—is continuing to patrol Waianae Coast schools around the clock on weekends.

In addition, the Leeward District has installed electronic surveillance equipment in certain schools and is currently considering similar installations at other schools.

School vandalism and violence is on the increase nationally, according to recent reports, and so are measures to curb it.

After conducting an 18-month study, the U.S. Senate subcommittee on juvenile delinquency recently concluded that violence and vandalism cost the American public schools as much as they spend on textbooks every year.

It has been estimated that malicious damage caused by students amounted to almost $600 million last year—three times higher than in 1971.

[From the Omaha World Herald, Apr. 10, 1975]

SENATOR BAYH FINDS CRISIS OF VIOLENCE IN U.S. SCHOOLS

(By Darwin Olofson)

About 70,000 teachers and hundreds of thousands of students are physically assaulted each year in the nation's public schools, where there is a crisis of "violence and vandalism," Sen. Birch Bayh, D-Ind., said Wednesday.

"These hallways and playgrounds of fear and terror also account for an estimated $500 million annual bill for vandalism," he said. "This astonishing sum, which is actually a vandalism surtax on the cost of education, is comparable to the entire investment for textbooks for our nation's schools in 1972."

Bayh, chairman of the Senate Juvenile Delinquency subcommittee, released the results of a subcommittee survey of 757 elementary and secondary schools.

LEDGER OF VIOLENCE

He said they constituted "a ledger of violence confronting our schools that reads like a casualty list from a war zone or a vice squad annual report."

Between 1970 and 1973, the subcommittee said its findings showed that: Assaults on teachers increased 77.4 percent; assaults on students increased 85.3 percent; rapes and attempted rapes increased 40.1 percent; robberies of teachers and students increased 36.7 percent; homicides in schools increased 18.5 percent and the number of weapons confiscated from students in schools increased 54.4 percent.

In the districts surveyed, Bayh said, more than 100 students were murdered in 1973.

Kevin Faley, the subcommittee's assistant counsel, told The World-Herald that survey questionnaires were sent to the Ohama, Lincoln and Bellevue school districts in Nebraska.

UNIFORM RESULTS

None of the Nebraska districts responded, he said, adding, "We have found that what's happening in the region is fairly uniform from state to state."

The subcommittee report broke down survey results by region, one of which was a 12-state north-central region, including Nebraska, Iowa, Kansas, Missouri and South Dakota. The other states were Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin and North Dakota.

In this region, between 1970 and 1973, the subcommittee report listed these preliminary findings:

Assaults on teachers in schools increased 52.4 percent; assaults on students in schools increased 20.5 percent; rapes and attempted rapes increased 60 percent; major acts of violence increased 19.5 percent and the number of weapons found in schools increased 6.7 percent.

DRUGS, ALCOHOL

There was a 97.4 percent increase in drug and alcohol offenses in north-central schools, according to the report.

It said a school counselor in the Des Moines school system, who was not identified, wrote the subcommittee that local school officials were particularly concerned "over three disturbing trends."

The trends were "the increasing possession, use and sale of narcotic drugs in the schools; the increasing number of vandalism incidents directed against school property and the consistently high percentage of dropouts within the system."

The subcommittee said it found there were 16 shootings in Kansas City schools during the 1972–73 school year.

WINDOW BREAKAGE

It cited a report that window breakage in the Wichita school system increased by 300 per cent from 1963 to 1973 and that the cost of vandalism and burglary rose from $18,777 to $112,117 in the same period.

"It would be a serious mistake to infer from the few examples we have pointed out that the violence and vandalism exists only in schools of the larger cities of the north-central region," it said. On the contrary, the subcommittee study has found very few schools within this region that do not have serious problems in this regard."

Bayh said the violence and vandalism in schools threatens to seriously hamper the ability of schools to perform their educational mission.

He said his subcommittee will open hearings April 16 on these problems and that he also will introduce remedial legislation.

His bill would provide financial assistance to schools for security planning and for educational programs to reduce delinquency. He said he did not know how much it would cost.

[From the Salt Lake City Deseret News, Sept. 24, 1974]

INDIAN FIGHT DANGER REAL, POLICE REPORT

(By Bruce Hills)

BRIGHAM CITY.—Police Chief Stephen M. Studdert disagrees with a report from the Indian Task Force of the Bureau of Indian Affairs Monday that intertribal fighting at the Intermountain School here has been blown out of all proportion.

He says the fighting is real, the danger of further outbreaks of violence is real and he would like something done at the school to control students who have been fighting sporadically between themselves for the past month.

Studdert had not seen the report when he made his comments Monday night, but when told of the task force's opinion of the fighting he said the task force evidently had not been in very close touch with events the past month.

The report, made at a meeting in Washington, D.C. Monday, urged going ahead with the Indian school on an intertribal basis.

Prior to this fall, the school had been composed primarily of Navajo youths. When the school started this season it had about 865 students from 33 different Indian tribes. Some 430 are Navajo.

Studdert, whose police department has had the contract for police protection and patrol at the school for several years, said there was a serious outbreak of fighting Sunday, Sept. 8, and on at least three occasions last week before the rioting Sunday, September 22.

When the fist fights, rock throwing, vandalism and knife scuffles had been quelled seven juveniles were arrested and placed in MOWEDA juvenile center in Roy and 26 "adult" students were arrested and taken to Logan's Cache County Jail.

Tuesday police discovered 14 of the 16 at Logan were juveniles and they were taken to MOWEDA also. The 12 remaining were taken to Brigham City Court for arraignment.

City Judge Robert W. Daines set bail for all 12 Monday at $50 each and set a hearing Wednesday in Brigham City Court on Class C Misdemeanor charges of "remaining at the scene of disorderly conduct or an unlawful assembly after having been ordered to disburse by a peace officer."

The 12 include Lester Johnhat, Tommy Chee, Luke Sebahe, Thomas Wilson, Richard Laughing, Benson Begay, Thomas Medicinehorse, Leroy Woods, Dexter Smith, Vincent Pete, Tamblin Mills and Terry Appah.

Mills and Medicinehorse are 19, Smith is 22 and the rest of the students are 18.

Studdert said early today there was some fighting Monday night and three or four students were hurt. But the school quieted down by about 7 p.m. and no further trouble was reported.

Students lit a fire Sunday night in one of the Intermountain School buildings during the fighting, but it was quickly extinguished by police and firefighters at the scene.

Police also said early today they had had reports Monday evening of some firebombs at the school, but when they investigated they could find no evidence of anyone trying to set fires.

Stanley Speaks, acting superintendent at the school, was in Washington over the weekend for the special meeting with Bureau of Indian Affairs personnel and did not return to the school until late Monday afternoon.

He said today he is confident the problems at the Intermountain School can be solved.

"I think the townspeople in Brigham City are behind us. I think they want the school to succeed. I know the Indian Task Force wants us to be a success," said Speaks.

"We aren't going to start kicking students out just because they are standing in a crowd. We need definite proof they are causing trouble before we send them home," said Speaks.

He said the juveniles arrested Sunday and sent back to the school today would be judged on the basis of the facts.

I can't say they will be sent home just because they were arrested," he said.

Nate Zollinger, director of instruction at the Intermountain School, who was in charge during Speak's absence, said he believes the answer to the situation is to "kick out the ringleaders who are causing all the trouble."

He said it is difficult to know just who is responsible for starting all the fights but he and his staff are continuing their investigation.

Juvenile officials at Roy said Monday the seven students sent there Sunday night and the 14 sent there Monday probably will be released today and sent back to the school.

The report from the Indian Task Force, according to officials in Washington, was not made in response to the fighting at the school but had been in preparation for some months.

The report, to Indian Commissioner Morris Thompson, said the task force, which is made up of representatives from many Indian tribes, wants to continue the curriculum.

The task force, which is responsible for making the change from an all-Navajo student body to a mixed tribal structure this year, said it wants to put more emphasis on Indian cultural affairs and activities.

The report said they were happy with the vocational program at the school.

[From the Los Angeles Times, June 7, 1974]

56 Percent in High Schools Try Drugs, Study Finds

(By Jack McCurdy)

The first survey of narcotics use in the Los Angeles city schools showed Thursday that 56% of high school students queried said they have tried drugs at least once.

The report also said that 31% of junior high school students have used drugs of some kind.

The report indicated most students who did admit using narcotics said they had smoked marijuana and had never used anything else.

Forty-eight per cent of the high school students and 20% of the junior high school students said they had tried marijuana at least once.

Among high school students, 40% said they had used it three or more times and 25% of the seniors said they are presently smoking it.

More than 12% of the junior high school students said they had used marijuana three or more times.

The drug used next most often by high school students was hashish, followed by amphetamines and barbiturates.

Only between 1% and 2% of the junior and senior high school students said they had used heroin.

The survey asked students to list drugs they had used over the preceding 12 months.

The survey was comprised of a sample of students scientifically drawn from all junior and senior high schools in the district.

Surveyed were about 10,000 students or three classes at each school. The classes were selected to get a socioeconomic cross section of students.

The report, which was presented to the Board of Education, said there was no way to know whether the students' responses were honest. The surveys were administered by teachers, and students participated voluntarily. Their responses were tabulated anonymously.

Since it was the district's first survey, there was no way to determine whether drug usage was up or down.

The report said, however, similar surveys were taken in the Newhall and San Mateo School districts. The surveys showed that the level of drug usage was about the same among the three districts.

The report said the survey was conducted at the request of Police Chief Edward M. Davis to expand police information on drug usage.

The second-ranked drug, hashish, has been used by 25% of the high school students who were surveyed.

Others included amphetamines, 23%; barbiturates, 18%; LSD, 15%; solvents (glue, paint thinner), 9%; cocaine, 9%; methamphetamines, 6%; methadone, 2%, and heroin, 2%.

Percentages for junior high school students were much smaller, with solvents ranking second in usage at 8%.

[From the Los Angeles Times, May 9, 1974]

SCHOOL GANG VIOLENCE NEAR EPIDEMIC—HAHN

(By Ray Zeman)

Gang violence at schools throughout Los Angeles County was described as "close to an epidemic stage" Wednesday by Chairman Kenneth Hahn of the Board of Supervisors.

In a news conference Hahn quoted statistics from 95 school districts compiled by Dr. Richard M. Clowes, county superintendent of schools.

Since last September, Hahn said, there have been five murders on campuses, 306 assaults on teachers, 79 attacks on other employes and 144 assaults on peace officers and school security personnel.

"There were 629 cases of possession of guns and knives and 59 instances of bombs or explosives since September," Hahn added.

"The dollar loss to the taxpayer for vandalism, arson, burglary and theft totaled $3,673,682."

Thus far in 1974, Hahn said, 80 juveniles have been arrested for murder, in comparison with 124 during all of 1973.

"It appears 1974 will see an all-time record of juveniles arrested for murder," he predicted.

Hahn said a special task force on juvenile gang violence, created last month, met for the third time Tuesday to discuss causes, prevention and possible cures.

Chief Administrative Officer, Arthur G. Will heads the task force, which includes presiding judges, top law enforcement officials and various county department heads.

"Our No. 1 priority in county government is halting juvenile crime and juvenile gangs," Hahn said. This is more important than problems like air pollution and transportation. We're coordinating an all-out war on the gangs."

Hahn said the Los Angeles Police Department has identified 180 gangs in the city involved in criminal and antisocial behavior. This compares with 139 gangs last year.

The Sheriff's Department has identified 105 known gangs in its jurisdiction, Hahn said, and it reports juvenile arrests for serious offenses such as homicide and robbery have increased 270% during the last 10 years.

"Membership in the gangs has increased 50% from 8,000 last year to 12,000 today," Hahn said.

"The juvenile justice system has broken down," Hahn charged. "There are too many referees and commissioners in Juvenile Court. We need more judges—more tough-minded judges.

"We're going to have to return to discipline. Without discipline in the home, you're not going to have it in schools or on the streets. We must arouse public opinion for a change.

"We should expand the 'Big Brother' movement and make better use of juvenile camps. Maybe we should return to the Civilian Conservation Corps camp of Depression days and send juveniles there."

[From the San Diego Union, Feb. 18, 1974]

Student Violence Reported Rising

(By Diane Clark)

"I'll get you."

"I'm going to burn you out."

"I'll beat the (obscenity) out of you."

These are typical of students' threats against teachers, according to Alex Rascon, who supervises seven on-site security agents and four investigators for the San Diego Unified School District.

"Verbal threats on teachers have doubled so far this year," estimated Rascon. There were 14 physical attacks on school employes in the 1972–73 school year, according to school district records.

17 TEACHERS ASSAULTED

In the first 3 months of the current school year, 23 attacks were made on school employes, including 17 teachers, Rascon said. He added that the number of reported assaults, assaults with deadly weapons, and batteries is fast approaching last year's campus totals.

"We're seeing more verbal abuse, more physical assaults and more threats against teachers. There just seems to be a growing lack of respect for authority and disregard for law and order, said Harry Mote, school security chief.

"I think it is an indication we're becoming a large city. I certainly hope we do not become another Los Angeles, but I think we have a better handle on the problem here," Mote added.

San Diego (with an average daily attendance of 125,108) is the 14th largest city school district in the country and the second largest behind Los Angeles (ADA 614,506), in the state.

"In the first four days of class in six Los Angeles schools 21 guns were taken from students and 48 students were arrested for a variety of offenses including assaults, carrying weapons and threatening school employes," said Michael Maloney, a Los Angeles Police Department gang investigator.

17 MAJOR SHOOT-OUTS

"Teachers constantly get battered," he added. "There were 17 major shoot-outs on Los Angeles school campuses in the first three months of school this year," he said.

With the exception of a fight involving nonstudents in front of Lincoln High School three years ago, no two-party campus shoot-outs have ever been reported here, according to Mote. However, on Dec. 5, a Crawford High School student took a revolver to school, shot at and narrowly missed a fellow student.

These are disturbing signs, manifested in a national trend that student respect for teachers is deteriorating and that there is a growing reluctance by teachers to discipline unruly students, Mote feels.

"I think we're seeing more verbal abuse, more physical assaults and more threats against teachers," said Mote.

Three assaults on teachers this year reported to the San Diego Police Department are indicative. One teacher was struck at Lincoln High School during class by a girl who didn't like an assignment. Another Lincoln teacher was attacked when he left his classroom to see who tossed a rock through his window. In the third assault, a Wilson Junior High student ended a classroom argument by punching his teacher.

ATTACKED WITH PIPE

In yet another incident, a Kearny High School teacher was attacked on campus by a student from another school wielding a pipe.

Varied crimes on city school campuses here this year include.

Three extortions in just one week by Horace Mann Junior High students in which money was obtained and two victims struck.

A knife was pulled on a Snyder Continuation School employe by a juvenile caught prowling in a car at the school.

Theft of $261 from purse of teacher during a class she was lecturing at Crawford High School.

An attack by some Lincoln and O'Farrell school students on parents after a Morse football game in which one parent was sent to the hospital with a human bite and possible heart attack. Another parent was treated for bruises.

San Diego High coed struck in the head with a full trash can thrown off a second-story ramp.

A fight with brass knuckles in which one student was hospitalized several days and nearly lost an eye after another youth accused him of cheating in their Lincoln High campus gambling game.

VIOLENCE NOT ONLY PROBLEM

Violence is not the only problem. Among other incidents reported on various San Diego high school campuses are thefts, gambling, marijuana smoking, strong-arm robberies, extortion, racially linked attacks and loitering by outsiders.

Perhaps most responsible for keeping a lid on these crimes is San Diego's four-year-old school security force of ex-policemen as well as the San Diego Police Department school task force detail.

The San Diego district is a pioneer in the school security business. Poway is the only other district in the county with a security force.

The department has grown from four men in 1969 to 31 (half working at night) this year and the chief said there is a definite need for more officers.

"We have what amounts to a small police department," said Mote in a school security magazine article. That department is responsible for 125,719 students, 182 school sites, over 196 square miles and 12,899 employes.

CITY POLICE RARELY CALLED

Local Police Sgt., Gilbert Garcia, who heads SDPD's juvenile division youth resources and narcotics details, said school security officers handle their own problems and rarely are city police called in.

"We don't necessarily condone this, but it happens. We just don't have the personnel to patrol campuses," said Garcia. He said the juvenile division has only 27 investigators, four sergeants, a lieutenant and a captain for citywide incidents which, last year, led to 12,600 arrests.

"Almost none were on school campuses," Garcia said.

Mote said he has only seven on-site agents at high schools now and wants to cover all 15 high schools, some with "double" agents eventually. Four investigators now handle all schools without full-time agents.

The need for a full-time agent at Patrick Henry was illustrated by a diary of crime compiled by one of the investigators. It showed that a toilet was blown up Sept. 18, lockers were broken into Sept. 20, an administrator was threatened by nonstudents Sept. 21 and a student was attacked by three other students Sept. 24.

MORE SUPERVISION NEEDED

The need for more supervision is the constant cry of teachers, school administrators and even agents already assigned to campuses.

"We need another man but no one at the district seems to be listening," said the Morse High School agent. With the help of three vice principals (who have other duties) and two part-time supervisors, he patrols the 57-acre campus.

Why is it necessary to patrol campuses? Why are the teacher attacks increasing? Why does one agent hear, "Just the most foul language you'd ever want to hear" thrown at teachers? As one police officer said, "I thought policemen got verbal abuse bad but I think teachers get it worse."

The answers aren't clear-cut.

A group of juvenile judges from throughout the United States interviewed in San Diego recently blamed juvenile violence on school failure, the need to finance drug habits with a gun, television advertising depicting affluence and increasing gang activity.

Garcia said, "Parents support their kids. One parent last year punched out an Einstein Junior High teacher because he didn't like the grade his daughter got.

"I think there is fear on the part of teachers, too. They'd rather let things go than try to discipline—especially because they know they'll have to answer to the parents."

One instructor, who has been at Hale Junior High 12 years, agreed that discipline varies with the teacher.

"A teacher has to be willing to stick his neck out. I'm sure if I were permissive I might easily have problems," said the instructor.

SOUTHERN STATES

[From the Washington Post, Dec. 8, 1975]

SCHOOL VANDALISM COSTS D.C. $1.3 MILLION IN YEAR

(By Patricia Camp)

Vandalism, which caused more than 31,000 broken windowpanes in Washington's 200 schools last year, is directly responsible for more than one-fourth of the $5 million allocated for maintenance and repairs in city schools, according to the D.C. general services department.

The department, which handles maintenance for all city buildings, budgeted the replacing of broken windows, called glazing, at more than $500,000 for fiscal year 1975.

The department estimated that vandalism, mostly by students themselves, was also the direct cause last year of $500,000 in housekeeping repairs, $53,000 worth of damage to school clocks and bells, $27,000 in plumbing damage, and more—to the tune of about $1.3 million last year.

Harold T. Henson, assistant director of the bureau of repairs and improvements for general services, said his crew is about halfway finished with glazing for this fiscal year, which they try to complete between September and January before the weather gets extremely cold. So far, they have replaced about 12,000 windows.

The number of broken windows will probably be fewer than in past years—76,000 in 1970—because any glass windows are being replaced with sturdy plastic ones, Henson said.

"You've got to weigh this," Henson said. "Will you keep buying glass that's broken out every year or should you try to put in good material? In the long run, it's worth the plastic."

The types of plastic used, bought through a bidding system, are much more expensive than glass. Henson said that a sheet of plastic, about 48 inches by 96 inches and ¼ inch thick, costs $44.18. A sheet of glass, 20 inches by 20 inches, costs only 65 cents.

The school system made a list of the number of broken windows at various schools on June 30. The list showed that out of the five schools with the largest percentage of broken windows, four of them were junior high schools.

Henson's staff this year replaced 627 windows at Kramer Junior High in Southeast; 421 at Browne Junior High in Northeast, and 382 at Paul Junior High in Northwest.

"Students in that age group have all that energy and they don't know what to do with it," said Burlon Boone, director of plant and maintenance operations for D.C. public schools. "You really can't pinpoint any one school."

He said the only thing his department can do is try to have more security at buildings to prevent illegal entry by outsiders and "restore that which has been vandalized."

Boone said attempts are also made to thwart vandals by moving public address systems in hallways closer to ceilings and by not installing new ceilings with acoustical tiles that can be pulled out.

Solving the vandalism problem would go a long way toward helping the schools and general services with backed-up work orders. There are more than 1,000 repair jobs that need to be done at D.C. schools now, some dating as far back as 1973.

Even parents and volunteer workers have tried to help out with school repairs. Ben D. Segal of Mayor Walter E. Washington's staff reports that from September through November 21, a group of volunteer workers from Project Build worked more than 4,000 man-hours in various city schools, painting lockers, installing floor tile, and doing other work.

[From the Miami Herald, Aug. 8, 1975]

DADE SCHOOL CRIME—$750,000 MISERY

(By John Camp)

Crime at Dade County schools cost students, staff and the school system about three-quarters of a million dollars during the last school year, not counting the cost and human misery caused by rape, assault and other offenses against people.

A security report released by the school system Thursday showed 22 rapes, 195 robberies, 1,407 assaults and 30 other miscellaneous sex offenses, mostly indecent exposure or molestation.

The security department also recorded 5,688 crimes against property—auto theft, larceny, breaking and entering, arson, possession of stolen property and vandalism.

The report said $445,694 worth of property was stolen last year at schools, and only $47,614 worth of it recovered by police or security officers.

The school system and its staff and students also suffered $351,785 in "unrecoverable" property losses, through arson or vandalism.

Crime in Our Schools

Crimes against people:	
Rape	22
Robbery	195
Assaults:	
On school personnel	225
On students	919
On other persons	263
Other sex offenses	30
Total	1,654
Crimes against property:	
Auto theft	15
Breaking and entering	1,797
Larceny	2,410
Arson	73
Possession of stolen property	21
Vandalism	1,372
Total	5,688
Other offenses:	
Weapons possession	84
Narcotics:	
Marihuana	108
Cocaine	1
Heroin	0
Disorderly conduct	122
Miscellaneous	2,015
Total	2,330

The combined crime report was the first of its kind issued by the school system, so comparable figures for earlier school years are not available.

John O. Truitt, head of the Dade County security force—Dade's fifth largest police department—agreed, however, that crime in the schools probably is increasing.

"The crime rate for the whole society is going up, period. And the schools are a reflection of society. Anybody who doesn't think so is wrong," Truitt said.

The crime figures showed surprisingly little drug use in schools—there was only one reported cocaine arrest, and no arrests at all for possession of heroin. Marijuana arrests—108 of them—led the drug-use categories.

"I talk to people who say that every time they go around a school, there are guys outside trying to sell stuff (drugs)," Truitt said. "But my personal feeling is that drug use is out of vogue with the school kids."

Truitt also emphasized that crimes tabulated in his report do not all involve schoolchildren during school hours. "Any crime that happened on school property, or happened near school property and was reported to us, is included," he said.

"Breaking and entering was one of the big categories (there were 1,797 such incidents reported), but of course, virtually all of those took place after school hours, and a lot of them involved adults who had no connection with the school system," he said.

The report says almost one-half of the security department's investigations involved incidents that took place before school started, after it was over for the day or on weekends. Some 5,051 incidents occurred during such off-hours, while 6,181 were reported during the 7 a.m.-to-5 p.m. schools hours.

By area, the biggest number of incidents by far, 2,695, took place in the school system's North Central District. In other districts, South Central reported the least, with 1,679, Northeast reported 1,778, Northwest 1,875, Southwest 1,854 and South 1,794.

Most offenders were between ages 12 and 18, with 15-year-olds most likely to be involved. Of 4,240 offenders noted by the security department last year, 378 were adults. Four offenders were under age 5, and 41 were 7 or under.

Ethnically among offenders, there were 1,043 white male students, 139 white female students, 1,714 black male students, 366 black female students, 223 male students of Spanish-language background and 24 Spanish-language female students.

"About the crime rate itself I'm not sure what we can really do. It's a societal problem. We can prevent some of the crimes, the breakings and enterings, some of the thefts, the vandalism, but the main problem is one of attitude. There just isn't the respect for people's property that there used to be, or even for the people themselves," Truitt said.

The crime that gets the most attention—assaults on students and teachers—is the one that is almost impossible to prevent, Truitt said.

"It's usually a one-time thing, a fight over a girlfriend or a couple guys who just get sore at each other for one reason or another and blow off some day. We don't have much of the organized gang thing here like they do in New York, Chicago, and Philadelphia, thank God," he said.

Truitt, a stocky former Metro police officer, said one of the major problems facing the Dade County school system is its very size.

"With 245,000 kids, it's just impossible for the staff members in some of the bigger schools to know them all well enough to know what's going on.

"Sure, the bright star is known, the guy who's brilliant, or the football hero. And the bad guy, the real bad guy, he's known. But 95 per cent of the students are just average Joes who go about their business and go home, and you never hear about them, until they're in trouble," Truitt said.

He said most of the assaults are simple fist fights—"but we do occasionally get the planned assaults where three or four guys will corner another guy and just beat the living hell out of him. But unless you know what's brewing, it's almost impossible to spot and stop. You'd need a security man in every hallway."

Truitt said that assaults on teachers are relatively rare, although one staff member—an assistant principal at Miami Northwestern—was stabbed by a student last year.

"The kid was about to be suspended, he'd been called into the office for disciplinary reasons, and he exploded and stabbed the assistant principal," Truitt said. "Nobody expected it, any more than you would expect any one of the hundreds of kids, who are getting some disciplinary action, to stab a guy."

He also said many teacher assaults were related to fights between students, with the teacher getting hit while trying to break up the fight—"that's probably our major type of teacher assault."

While most of the fights were one-on-one fist fights, Truitt admitted that occasionally there were other overtones—sometimes of school racial problems.

"We have had some racial fights, but not a lot of them. Of those that we do have, it usually just happens that one boy is white and the other is black, and the fight is for reasons other than the color of their skin.

"But there is a very dangerous point after the fight, when the student rumor mill gets started. The rumors write the racial implications into the fight, and then we might have a bunch of friends of the two guys getting together, saying 'let's go make sure this doesn't happen again.' That's where we get trouble, and so whenever we have a black-white fight, we try to cool things right away," Truitt said.

Truitt does think other types of school crimes—breaking and entering, theft, and vandalism—are to some degree preventable. And like other activities for school age people, Truitt said, crime tends to run in fads.

"They'll drive you nuts. One month you have 100 car aerials getting broken off, and about the time you think you're getting a handle on it, they'll go to something else—scraping cars with knives, say. Stealing tape decks was a big fad for a while, but that seems to be going down now," he said.

In finally analyzing school crime, Truitt said, "There has to be a change in the attitudes of society before we see the crime rates in school start to go down.

"If a kid steals stuff in school, it's classified as a school crime. But the thing is, he's probably doing the same thing out on the street. In fact, he probably has a better chance on the street, where there's less chance that he'll be recognized.

"A good deal of our school crime can also be attributed to people who aren't in school at all, but are just ripping off the schools or the students," he said.

And while there is no question that the school crime problem is a real one, and serious, most kids never become involved in it.

"Like we said, the average kid in school carries on about like his parents. There's crime, but it doesn't slow him down, and the average kid isn't living in fear, or anything. We do have crime, and we have to recognize it, but we shouldn't blow the problem out of proportion either," he said.

[From the Atlanta Journal and Constitution, July 29, 1975]

INNER CITY'S PROBLEMS MOVE TO THE SUBURBS

The girl wanted a piece of her companion's candy bar and tried to grab it when her friend wouldn't come across.

All she got for her trouble was a sharpened fingernail file raked across her abdomen, slicing her dress but missing the skin.

A glassy eyed youth "high on the goodies", according to a school official, smashed his school principal in the face with his fist, bloodying the elder's nose.

A youth who lost a neighborhood fist fight took a gun to school the next day seeking revenge. He ambushed his antagonist behind the school building and shot him in the chest.

All these incidents occurred in the turbulent, violence-ridden Atlanta schools—right? Wrong.

The revenge shooting indeed happened at all-black Harper High in Atlanta's Collier Road area, a school with a tough reputation it deserves.

But Avondale High School, in predominately white, upper middle-class area of De Kalb County, was the scene of the nail-file slashing between a pair of black girls. The principal's bloody nose occurred across the Chattahoochee at South Cobb High a school which is acquiring a tough image of its own. Both principal and student are white.

Precise statistics are hard to come by in many cases, but police concur that the Atlanta schools are shedding—or should be—their reputation that violence and education go hand in hand in the overwhelmingly black system.

And the suburban schools, once considered bastions of tranquility, are getting more than a taste of what urban systems like Atlanta have lived with for a long time—dope, weapons, vandalism and violence.

A crucial factor in this, officials agree, is the resegregation of the Atlanta system. Violence subsided as the city schools changed from predominantly white to mostly black. Systems like De Kalb, where black enrollment is rising, are experiencing a comparable rise in disruptions.

Violence is still a frequent visitor to the classrooms and hallways of Atlanta schools, but "we've had less trouble in the past two or three years than ever before", said Capt. J. D. Nash, who has been keeping watch for 44 years as an Atlanta police school detective.

Sgt. J. T. Miller, head of DeKalb County's police youth division, says "there has been a definite increase in violence" in that county's schools.

Equally dramatic is the increase in weapons, of varying and ingenious kinds, now brought by youngsters into the DeKalb schools.

"They include everything from stab devices to Kung Fu type things called 'numb chuck' ", said Sgt. Miller. The latter, apparently influenced by the TV and movie martial arts craze, is two sticks of wood connected by a chain—something to get your attention.

Assaults, the most common of student offenses, dropped from a peak of 199 in 1969 to 125 this year in the Atlanta system.

Student "shakedowns" of smaller children for their lunch money dropped from 211 cases in 1969 to 176 this year. Police admit that a larger number of shakedowns go unreported.

DeKalb County police said they did not begin keeping figures on disruptions in their schools until the year just past. "While student fights used to be rare, we've been getting a rash of them this year," Sgt. Miller said.

School vandalism and burglary, mostly by outsiders, is on the decline in both Atlanta and DeKalb; police attribute the drop in break-ins to effective electronic alarm systems.

Vandalism, which reached a peak of 231 cases in 1969, was down to 69 last year in the Atlanta schools.

DeKalb experienced a more dramatic drop in one year: from 537 school vandalism cases in 1973–74 to 103 cases during the academic year just ended. Burglary was reduced from 312 offenses to 271 in the same period.

Vandalism and break-ins cost the Clayton County system $35,000 last year, according to officials. They had no record on the number of crimes.

Drug abuse, mostly confined to marijuana, is far more common than five years ago in both Atlanta and metro school systems, but the suburban students have puffed their way to front of the pack.

Atlanta police recorded 51 drug arrests this past year, up from 43 in the 1973–74 school year.

The surreptitious "toke" is a daily fact of life for many Atlanta and suburban high school students.

A teacher at Grady High said "you could walk down the halls and smell marijuana all day long."

A Grady senior told reporters that if they wanted to score some grass, "and you're with me, you wouldn't have no problem."

But the kids are "cool" about it, he insisted. "I know because I've done some dealing myself. A lot of kids go to class stoned. I do. It makes my day go better."

In De Kalb County, 175 teen-agers were busted for drug abuse from last August to January, and 28 students were suspended.

Officials said 55 of the cases occurred at school, 10 at rock concerts, five at game parlors, and 105 at other locations, including playgrounds and streets adjacent to schools, in automobiles and other locations.

Of the 175 arrests, 138 were for marijuana offenses, while the others were for possession or use of the following: hallucinogens, 19; barbiturates, eight; amphetamines, four; other drugs, six.

The 1975 arrests were only two percent higher than for drug abuse the previous school year. However, arrests for possession of alcoholic beverages increased by 58 percent.

Fulton County Assistant Supt. Lawson Sayer refused to say how many students were suspended for drug use, but did admit that "some" students were expelled from Fulton County schools for selling grass.

In other suburian counties, 123 kids were nabbed for drug possession (again, mostly marijuana) in Cobb County, 100 in Clayton, and 69 in Gwinnett. Even in rural Douglas County, on the fringes of the metro belt, three students were caught with marijuana.

Affluence has much to do with the increase of drugs in suburbia, says Earl Snell, former Gwinnett County school board member. "We're getting the cream of the crop," he said, and these affluent, intelligent students are more likely to indulge in marijuana, booze and pills.

Atlanta school officials and police point to encouraging drops in the level of student crime and violence, but concede that disruptive incidents are still common.

This is especially true in the inner-city schools, whose children do not stop acting out the violence of ghetto life once they enter the school building.

Students and teachers alike agree that the disruption level of a school is tied to effectiveness of the principal.

Some schools, like Bass High near Little Five Points, 73 per cent black, are known hangouts for "non-students"—dropouts, expellees. They lounge at favorite spots around the grounds, like a bridge behind Roosevelt High, and sometimes wander into the halls.

It's another story at virtually all-black Douglass High. This school, on Hightower Road in West Atlanta, is known among a sizeable number of the kids as "the prison," a back-handed tribute to its principal, W. L. Butts.

Butts has a citywide reputation as a firm disciplinarian. "Non-students" often can be seen lounging around the grounds of a nearby church, but not on the Douglass school ground. They know better.

Contrary to the common fears of whites, most fights and faceoffs between students in Atlanta schools are non-racial, usually black against black.

When black and white kids do square off, the causes often are not racial in nature, but merely common schoolyard and hallway squabbles, principals and school detectives say.

Still, the ever-handy racial insults that antagonists turn to as a matter of course can often give a common face-off the appearance of a racial confrontation.

Fights at school athletic events—they got so vicious a few years ago that some schools canceled after-dark games—were sharply reduced in the past school year. Only four disruptive incidents occurred at all of the system's 1,819 athletic contests, two-thirds of them held at night.

Atlanta school detectives report that, based on their contact with school security officers across the country, Atlanta is the only school system of its size in the nation which still has integrated night-time athletic contests.

[From the Miami News, June 18, 1975]

School Violence Fits Pattern

News that more than 10,000 incidents of assault, theft, vandalism and other crimes occurred in Dade County schools this academic year is frightening but not surprising.

According to Miami police officials, 45 per cent of all crimes in Miami are committed by persons aged 16 and under. State law requires school attendance at least to the sixteenth birthday. It seems safe, therefore, to assume that most of the more than 1,500 Dade juvenile offenders who are processed by the state Division of Youth Services in the county each month are also students in the county's public school system.

Schools would seem to be fertile ground for the young criminals. Those 14- and 15-year-old muggers and purse-snatchers who prey on adult pedestrians on the streets and in shopping centers wouldn't hesitate to shake down a frightened, younger student who gladly gives up his lunch money rather than take a beating.

There is little consolation in the fact that the increase in school violence is not a strictly local phenomenon. The New York Times reported this week that nationally an estimated 70,000 teachers are injured badly enough to need medical care, and that vandalism is costing the nation's public schools more than $500 million per year.

The Blackboard Jungle which in the 1950s was characteristic of big city ghetto schools has now spread into the suburbs along with high street-crime rates, high unemployment and family instability.

Reporting of local school crime is ahead of the annual FBI crime rate reports by nearly a year. When the general statistics for the first six months of 1975 are released, we suspect they will show that Dade's schools are no more dangerous than its streets—which isn't saying much.

The school board can and should provide the additional 25 more employes the security department says it needs next year to protect the 246,000 students, 24,000 employes and 250 schools in Dade, the nation's sixth largest school system.

But it cannot expect school administrators, however capable and dedicated, singlehandedly to cope with the juvenile crime wave that is terrorizing the adult population as well as the students.

[From the Washington Post, May 18, 1975]

VIOLENCE PROLIFERATES IN AREA SCHOOLS

(By Bart Barnes, Lee A. Daniels and Megan Rosenfeld)

Monday, May 5. Spingarn High School, 24th Street and Benning Road NE. It is 3:15 p.m. and classes have just ended for the day. A teacher is alone in her classroom finishing up some work. Two men armed with a knife walk through the door saying at first that they're looking for someone. When they find the teacher is alone, each rapes her.

St. Patrick's Day, 1975. A stairwell at Prince Georges County's Crossland High School in Camp Springs. Three students with a score to settle surround 15-year-old Raymond Thomas Norton, punch and kick him, beat him with a lead pipe until he falls unconscious with a depressed skull fracture.

Nov. 22, 1974. Langley High School in an affluent neighborhood of suburban Fairfax County. Art teacher George Juliano tries to break up a fight between students in a hallway. He is attacked by a group of at least six girls who bite and claw at him, kick him in the groin and punch him in the face.

While the three incidents are by no means common, each serves as a dramatic illustration of a problem that is causing increasing concern among educators and parents in this area and throughout the nation.

It is estimated by the National Education Association that at least 70,000 teachers are being assaulted every year by students and that 155,000 have had personal property stolen or vandalized. In the school year 1972–73, 100 students were murdered in schools throughout the nation and countless numbers were assaulted, beaten, stabbed, robbed or shot.

Public opinion polls in the District of Columbia and in Anne Arundel County, Md., reflect the fact that in the eyes of the public discipline and disorder are the No. 1 problem facing the public schools.

From the inner city to the middle income and affluent suburbs, the school is the site of a growing climate of lawlessness, spawned by racial tensions, a high level of violence in society, generally inadequate parental supervision and other reasons. In many cases, it is seriously impairing the educational process and leaving teachers demoralized.

In Prince Georges County's Bowie High School, physical education teacher William Boyd says that he is sworn at and cursed every day by students and that some teachers have simply given up trying to teach.

"There are a lot of teachers who could care less," Boyd says. They just get their pay check every two weeks. They aren't doing much teaching and they don't enforce discipline. That makes it hard on the professionals who are trying to do their jobs."

In the District of Columbia, a home economics teacher at Woodson Junior High School, Minnesota Avenue and Foote Street NE, telephoned The Post to say she was so upset over threats of physical assault that she had stayed away from school for two weeks.

"Some of these kids have no respect for teachers, parents, schools, for anything. You wouldn't believe how some of these 12- and 13-year-old girls talk. They just curse and curse. How can you teach in that kind of atmosphere? You're not a teacher but a policeman, a probation officer," the teacher said.

The incident that triggered her withdrawal from school occurred early this month when someone suddenly threw a coke bottle full of water at her while classes were changing, the glass showered her room. But there have been other frightening incidents at Woodson this year, she said, including the dousing of a teacher's aide with water, a student hitting a teacher so hard that her face swelled and she stopped coming to school, another teacher resigned after being bit by a student, and a girl student was dragged into a girl's bathroom and stripped of her clothes by other girls, who then invited boys in to take a look.

Although there's no firm proof, some educators believe the increased level of school disorders may be affecting academic achievement. "Test scores are down and it could be that there's a connection," says Marvel Hess, president of the Montgomery County Education Association.

Educators in all areas stress thet the overwhelming majority of students are law abiding and serious about getting an education. Still, the relatively few who are not have caused serious problems for the school systems, and solutions are elusive.

There is no standard measure for keeping track of the exact number of violent incidents, but trends do emerge from what data is available and from interviews with students, teachers and administrators.

Prince George's County.—Teachers assaulted at an estimated rate of 100 a year. One student dead in a shooting just last week. Property loss through theft, vandalism and arson during the last six months of last year $355,696.

Alexandria.—1,531 major and minor incidents of disruption in 1974 reported to the central office. They range from a vaguely defined "persistently troublesome behavior" to assaults on teachers and drug abuse. One teacher trying to break up a fight between two students is bitten on the arm and breast.

Fairfax County.—A bomb explodes in a rest room at McLean High School causing damage but no injuries. Police patrol the grounds near Madison High because of a continuing problem with trespassers, mostly dropouts, fighting among students and suspected drug trafficking.

Montgomery County.—Eight teachers assaulted, pushed, shoved or grabbed during January alone. Verification of at least one gun and one knife carried by students in a senior high school during the same period. Losses to vandalism and theft during the six months ending last Jan. 1: $188,000.

In the District of Columbia.—The Spingarn rape early this month, while unusual, is not unprecedented. There were seven rapes committed in the city's public schools or on school grounds during 1974. There were also nine incidents of sodomy, 79 robberies, 142 assaults and 885 burglaries.

There have been no killings in the city's public schools since 1972, but between 1969 and 1972 there were four murders: two junior high school students, an assistant principal of a high school and a high school guidance counselor were shot or stabbed to death during school hours or at school events.

Since 1970, District police walking their beats have included city schools on their rounds. In Prince Georges County a force of 42 investigators—up from seven in the fall of 1972—work solely in the schools.

Their investigations run the gamut from robbery to extortion. While the extortions generally involve small amounts of money, they happen often enough so that they are of serious concern in all school systems in the area. An incident last Jan. 13, at John Hanson Junior High School in Oxon Hill is fairly typical. A 13-year-old boy was asked for 25 cents by a 15-year-old school mate. When he refused to hand over the money, the elder youth beat him and took 50 cents from him.

And there is a strong suspicion that there is a fair amount of extortion that goes unreported because the victimized students are frightened.

In addition to investigating school related crimes and disorders, the Prince George's security force keeps records of all such incidents. During January, for example, they recorded 116 assaults on students, 14 on teachers, 11 assaults involving weapons and four assaults in which more than two persons were involved.

The weapons ranged from a gun used by non-students in a Jan. 21 holdup at Central High School near Seat Pleasant to a knife used in a bathroom fight at Thomas Pullen Junior High School in Landover to a Jan. 21 incident at Oxon Hill High School when a vice principal was struck on the arm in the parking lot when a youth tried to run him down with a motorcycle.

Officials also make the point that school violence is not limited to the upper grades of secondary school. On Feb. 25, an 11-year-old boy followed a classmate into a coat closet at Camp Springs Elementary School, then knocked him to the floor with a karate chop. The victim was sent to Andrews Air Force Base Hospital with a brain concussion.

On Jan. 24, at Charles Carroll Junior High School in Hyattsville, a 13-year-old-girl beat a 13-year-old boy over the head with a stick until the stick broke. Then she took the jagged end and jammed it into his ear.

"We have seen a general increase in all categories of crime, but then so has the county," says Peter D. Blauvelt, a former metropolitan police officer and chief of security services for the Prince George's schools. "Schools only reflect the society around them."

Blauvelt has his 42-person force, most of them former police officers, deployed so that 26 schools—13 high schools and 13 junior high schools—receive the full time services of a single officer. The remaining officers rove from school to school.

Not only has school crime increased, says Blauvelt, but the nature of crime has changed and it's becoming increasingly more vicious.

"It's no longer your kid out on a lark trying to shoot out the street lights with a B-B gun."

Blauvelt's point is illustrated in an April 13 incident at Benjamin Tasker Junior High School in the upper-middle-income section of Belair. Two youths, ages 14 and 15, decided that discipline at the school was being enforced too strictly. They fashioned themselves out a home-made Molotov Cocktail one Sunday afternoon, went over to the school and tossed it through the window of a vice principal's office. No one was injured and damage was estimated at $1,000. The pair was subsequently arrested and their cases are pending now before juvenile authorities.

Indeed, arson accounted for the biggest single increase in property losses in the Prince Georges public schools in recent months.

Schools are broken into and fires are set in an attempt to conceal burglaries, students being sent to the principal's office will start fire in supply closets on the way, and fires are being set in desks and wastebaskets, officials say.

It is a trend that is apparent in other school systems in this area and throughout the nation, and it is one that authorities find ominous.

Said the National School Public Relations Association in a report on vandalism and violence in the public schools:

"For many years, the biggest single vandalism loss has been window breakage. Now this is changing. Larceny and fires—many caused by arson—are moving higher in the loss totals . . . The shift of higher losses from window breakage to other categories, especially larceny and arson is ominous. Window breakage is usually associated with 'bad boys,' the bored kids out for a lark, daring one another to throw the first rock. Larceny and arson are usually associated with more criminal and extremist elements—rioters, organized crime, dope addicts seeking a profitable haul of saleable items from schools."

In both Prince Georges County and in Alexandria, where busing to desegregated schools was implemented two years ago, racial tensions and hostilities prompted sporadic clashes.

Officials in both places say now that racial fighting has ebbed considerably recently, but there remains an undercurrent of tension.

The St. Patrick's Day beating at Crossland High School in which Raymond Thomas Norton suffered the fractured skull had racial overtones, although it did not begin as a racial incident. It began when a black youth attempted to steal some property of Norton's and a scuffle broke out. Before it was broken up, another black youth had been pushed through a glass door and had to be taken to the hospital for 47 stitches on face and lips.

Word spread through the school that the incident had been racially motivated and three friends of the youth whose face was cut vowed to get Norton. They caught up with him in the stairwell later on and the beating occurred, officials said.

Two months later, Norton is still out of school and is on a home study program. His assailants, two 17-year-olds and one 16-year-old have been expelled and await action by Prince Georges County juvenile courts.

The injury to Norton, says Andrew Bowie, security officer at Crossland for the last two years and a former lieutenant in the metropolitan police department's youth squad, is the most serious since he has been at Crossland. But he has in his office a number of weapons that he has taken from students before they got a chance to use them, including several switch blade knives and a weapon called a "numbchuck." A numbchuck consists of two sticks, each about a foot long, connected by a three foot long chain.

Like many of the Prince Georges security officers, Bowie spends a good deal of time investigating petty offenses, like stealing from lockers and pocketbooks, and in running down violations of the marijuana laws.

There is a patch of woods behind Crossland where students gather during breaks and after school to smoke marijuana, and Bowie uses a long-range camera to photograph them, then calls them and their parents in for a conference.

While there is virtual unanimity in the educational field that school disorders are a serious problem, there is little agreement on solutions. A special task force in Montgomery County has been studying the issue for over a year and has agreed that something should be done, but no one is sure exactly what.

Many teachers believe that schools are being asked to do too much with too little resources. They say they are not getting the kind of cooperation they need from parents, and one incident last February involving a student's mother at Garnet-Patterson Junior High School at 10th and U Streets NW, in Washington bears this out.

The student, a girl, had been absent from school and the teacher requested a note from the parent explaining why. The parent's reply stated there was no reason why she should have to explain her daughter's absence so long as she knew where her daughter was.

The teacher told the girl her mother would have to speak to the principal or some other school official and the girl swore and cursed at her.

"I asked her to leave the room and she refused so I called the principal," the teacher said. "When he came she called him names too, but she did leave the room with him. I learned later that she walked out of school and went home.

"A short time later, her mother, a heavyset woman, appeared at the door of the classroom while I was teaching the class and demanded to talk with me. She said, 'Come here, now!'"

"When I refused, she walked quickly over to me and punched me hard on my left shoulder. I was stunned and momentarily couldn't think at all. I tried to walk out the door. But she caught me, struck me on the back and tore my dress slightly. I lurched into the hallway where our librarian had heard the commotion and came to see what caused it. He pulled me into his room and closed the door."

Then the police came and removed the woman from school.

[From the Washington Post, Feb. 17, 1974]

BIRMINGHAM SCHOOL OFFICIALS DISCUSS NEW GUN-TOTING POLICY

(By William Chapman)

BIRMINGHAM—One day last spring, Billy Thomas Marsh, the principal of Phillips High School, was performing one of those unpleasant non-educational chores which occasionally plague school administrators.

A group of intruders wandered in off the streets, roamed the corridors for a while, and became belligerent when Marsh and his aides tried to move them outside.

"One of them doubled back through a side door," Marsh recalls, "and there I was looking into the barrel of a .38" Marsh hit the floor as a bullet crashed into a nearby water cooler.

Recounting the confrontation these days, Marsh fingers the flattened slug which he has carried in his pocket ever since as a reminder.

"We decided right then that if the outsiders were going to play that way, we would too," he says in a cheerful, unemotional voice. He began taking his own 32-caliber revolver to school.

His wasn't an unprecedented reaction. Ensley High School Principal Robert Lee Lott's life was threatened several times after he had a student arrested for pushing dope. So he started bringing his Smith and Wesson .38-caliber pistol to school in his briefcase.

Another principal routinely took his pistol to work and locked it in his car trunk during school hours. A student adviser at Philips High carried a .22-caliber revolver in a belt holster just before school holidays.

These and other similar revelations started Birmingham, raising the question whether there is any justification for administrators or teachers having guns in the schools.

An investigation by Superintendent Wilmer S. Cody found 15 principals, advisers and teachers who either routinely or occasionaly had carried weapons.

On Jan. 22, the board of education banned all lethal weapons from school grounds unless Cody specifically authorized them.

"I've heard of a case where the staffs (of schools) were armed," says William Henry, an official of the American Association of School Administrators.

Cody queried 50 big-city school systems and discovered most don't have any gun-toting policy. Exceptions were Atlanta and Norfolk, which authorize certain officials to be armed.

"It worried me because it raises the question of whether you can have people carrying guns who can't handle a conflict situation," says Cody, who has been superintendent here since October. "I'm worried that we might have someone out of naivete or ignorance using a gun in school."

It was just such a hazardous mishap that prompted disclosure of the pistol-packing principals. A month ago, Alfred N. Green, boys' adviser at Ensley High, was having an argument over discipline with a student in his office. The youth became angry and barged behind Green's desk to get at the telephone. Green, who said he was pushed hard against a wall, told officials he opened his desk drawer and took out his gun. He said he merely was showing it as a warning. The student claimed Green pointed it at him.

Ensley Principal Lott, who is Green's boss, says he wishes "the incident hadn't happened" and wishes that neither he nor Green had to have guns at the school. But it had seemed the best way to prepare for unwanted trouble after his experience with the school dope-peddler.

It was last spring and, after twice disciplining the boy, Lott had him arrested. Shortly afterward, he began receiving threatening telephone calls from a young man believed to be a nonstudent friend of the arrested youth.

It was then that Lott and Green both began bringing pistols to school.

Neither Lott nor any of the others raised the question of hiring security guards because they believed the incidents were too infrequent and they don't like the idea of uniformed men patrolling school corridors. They preferred to handle the cases themselves.

Public reaction has been mixed. There were very few indignant outbursts. Considerable sympathy for the plight of the principals has been expressed. "There has been a curious absence of public furor," says Superintendent Cody, who has had only four phone calls on the subject.

A sampling of students registered unequivocal approval of their principals. "I can understand why they carry guns," declares Rodney Pullum, 17, a Phillips senior. "You've got some bad kids from outside who are always coming in here to raise trouble."

"For me, I'd say, yes, it's justified," adds Debra Allen, 16, a cheerleader. "I figure they're protecting me. My mother said she agreed with that, that you have to have guns to keep the outsiders out."

School board members and Parent-Teacher Association officers reported very little public reaction, although most expressed concern that guns were ever carried into schools.

"I'm against any guns in the schools by anyone," says board President Donald L. Newson. "But then you have an incident like Marsh, who got shot at. We don't want them to be at a disadvantage in a situation like that."

Superintendent Cody last week spelled out what will be his probable resolution of the problem. "We will need maybe at most 10 staff people to be trained in how to use weapons and how to control a conflict non-violently until the police can arrive," he said. He expects to designate the 10 in four high schools and have them undergo FBI training. None of those interviewed have had gun training except in military service.

The principals appeared mildly miffed at being told to leave their guns at home—"I guess I'm a scapegoat," says Marsh—"but am prepared to do whatever the superintendent wants." Lott says that if anyone is designated to carry arms at his school it will have to be him. Most of all, he is worrying now about what hoodlums will do in the interim.

"Just yesterday," he says, "an adviser in another high school called me and said he'd just had a confrontation with two outsiders who said to him, 'We know you haven't got any gun, so what are you going to do?' "

"See, it had been in the papers that we couldn't carry guns. So that's the situation we are going to face."

[From the Washington Post, Apr. 20, 1973]

THIRD GRADERS HELD IN EXTORTION PLAN

(By Joe Pichirallo)

WINSTON SALEM, N.C., April 19—Three third-grade pupils have been charged with robbery for allegedly forcing two 9-year-old classmates to pay nearly $1,000 in extortion payments over the last eight months.

Forsyth County sheriff's deputies said that three boys, two 9 and one 11, threatened their classmates at a public school here with beatings or death if the money was not paid.

The alleged extortion scheme was discovered Tuesday when the father of one of the victims missed a $100 bill from his wallet, a sheriff's spokesman said. The father said he had missed money before.

He called his wife and told her to ask his son, who had feigned sickness that morning, about the money. The boy admitted the theft and said he had stayed home to avoid a beating at school. He explained that he did not have enough money for the day's payment, $200.

Sheriff's deputies took the three boys into custody Wednesday and charged them with robbery, a felony. The three were released to their parents today pending a hearing next Wednesday in Juvenile Court. The maximum sentence would be confinement in a state juvenile detention center.

Local school officials said extortion in the schools is not new, but bullying for money has never been discovered on the scale that allegedly took place this year.

"There have been isolated incidents—nickel and dime stuff—ever since I have been in the system," said Robert L. Blevins, assistant superintendent for elementary schools, "but I've never known a case involving anything like this amount of money."

Lt. J. W. Trivette of the sheriff's department said the two boys began making payments on the second day of school. What began as "lunch money" extortion, he said, soon developed into $10 and $20 payments.

The father of one victim said the two boys were beaten three times before they agreed to pay. The parents noticed the bruises but said the boys told them they had been scuffling with other boys at school.

"I am as mad right now as I have ever been," he said. "I think of the anguish this boy has gone through for the last eight months. His grades dropped off. He was staying out of school. At first I thought it was drugs.

"He couldn't play with other kids. He was forced to play with three boys. He was frightened to death . . . really in pain."

Both boys reportedly started taking money from their parents after they could not make payments with their lunch money, allowances or loans from friends.

The other father said he had begun missing money several weeks ago and had reported it to the sheriff's department. He told deputies he thought someone was coming into his house and taking the money. He said he had missed $80 in the last five school days.

PART 4—GENERAL EDITORIAL COMMENTS

[From the Indianapolis News, Apr. 10, 1975]

BAYH'S UNIT TO PROBE VIOLENCE IN SCHOOLS

WASHINGTON—Violence and vandalism are so rampant in the nation's school systems that the education of youngsters is being hampered, Sen. Birch Bayh, D-Ind., has said.

Bayh, chairman of the Senate's juvenile delinquency subcommittee, released a preliminary report estimating 70,000 serious physical assaults on teachers each year, hundreds of thousands of attacks on pupils and a $500 million bill for vandalism.

The Indiana Democrat said the subcommittee will begin hearings Wednesday to determine the full dimension of the problem and what to do about it.

"From our experience, we know there is no easy, quick solution," Bayh told a press conference.

The subcommittee plans to hold some hearings across the country, but no schedule has been drawn. Witnesses will be school officials, parents, pupils, police and representatives of educational organizations.

Bayh said the violence and vandalism problem is prevalent in all parts of the country and should have top priority in Congress and the administration. He added that he was "disturbed" by reports from his home state, Indiana.

The subcommittee report said:

"The security police of the Indianapolis public school system for 1973 reported 142 assaults on students and 19 assaults on teachers. One school building had over $3,000 in broken windows in that year alone.

"In November 1973, there were 18 burglaries of school buildings in the Indianapolis system with losses such as $275 tape recorders, $12 worth of orange juice, $315 in tape players, $74 in athletic equipment and a $245 adding machine."

In releasing the report, Bayh also introduced legislation dealing with the school problem. The Bayh bill would provide Federal assistance to local school systems for alternative educational programs and security plans to reduce delinquency and school crimes.

He said he could place no price tag on his proposal until after the subcommittee hearings are completed and "we know the extent of the problem."

The subcommittee's survey showed that between 1970 and 1973 assaults on school teachers increased 77.4 percent; assults on pupils, 85.3 percent; robberies of teachers and pupils, 36.7 percent; rapes and attempted assaults, 40.1 percent; homicides, 18.5 percent, and number of weapons taken from pupils, 54.4 percent.

"Too often, youngsters arriving at our public schools today are not finding the quiet atmosphere of instruction, enrichment and encouragement but instead an environment dominated by fear, chaos, destruction and violence," Bayh said.

He said thousands of schoolteachers who have "dedicated their lives to their careers now have to be concerned too often about preserving their own lives."

Among the areas the subcommittee will study in its national hearings are "pushouts, dropouts, force-outs, truancy, gang violence and terrorism, student rights, teacher rights, parent rights, alcohol and drug abuse, community involvement, and alternative approaches to correct the devastating patterns of violence in our nation's schools."

[From the Boston Christian Science Monitor, Apr. 23, 1975]

COMBATING CRIME IN THE SCHOOLS

Recent reports on juvenile crime are sad and distressing. It has been known for some time that half of all felonies in the United States are committed by juveniles, but results of a U.S. Senate subcommittee study now show that the price tag for school vandalism is one-half billion dollars a year, equal the amount spent on textbooks. In addition, the number of violent crimes has been increasing markedly.

This has prompted reactions which generally fall into two categories: harsher punishment for offenders or greater emphasis on rehabilitation that gets at the root of the problem—that is, approaches that address either the effect or the cause of deviant behavior.

Many states are contemplating proposals which would mandate treating youthful perpetrators of serious crime as adults. There is some evidence that young persons often repeat their crimes because they know they probably won't be punished. But it is doubtful that trading one inadequate court system for another, and then jailing young criminals with older and more experienced offenders, would improve the situation much.

There are examples of communities taking positive and innovative steps to curb juvenile crime. Judge Mary Conway Kohler, author of "New Roles for Youth in the School and in the Community" and creator of the National Commission of Resources for Youth, emphasizes the need for students to be given responsibility, such as the tutoring of younger children.

School security programs in such places as Prince Georges County, Maryland, and Fort Lauderdale, Florida, include trained "investigator/counselors" to deal with the more serious disciplinary problems, and student security advisory councils which give youths an active role in addressing problems of vandalism and violence.

Congress last year passed and President Ford signed a juvenile justice and delinquency prevention act to centralize federal programs in the Justice Department and provide matching funds to help states and local governments develop new techniques for preventing and combating juvenile delinquency. Unfortunately, Mr. Ford has yet to name an administrator for the program and has included no additional funding for the law's special provisions in his proposed budget.

Senator Birch Bayh has proposed legislation specifically dealing with school delinquency. Federal funds would be provided for those communities which develop plans that include special education programs addressing school crime.

Whatever form the reaction from Washington takes to recent juvenile crime statistics, it will have to be more than just armed guards and bigger jails.

[From the National Education Association Reporter, February 1976]

CRIME AND VANADALISM PERMEATE NATION'S SCHOOLS

Last year American school children committed 100 murders, 12,000 armed robberies, 9,000 rapes, and 204,000 aggravated assaults against teachers and each other. They were also responsible for 270,000 school burglaries and vandalized over $600 million worth of school property.

It's not kid stuff anymore. Today's youth use guns and knives—and they attack adults as well as each other. Nor is school crime limited to the cities. Violence and vandalism are reaching crisis proportions in the suburbs and rural communities.

In St. Louis, two suburban schools closed temporarily during the past year because of outbreaks of school violence. In Fairfax County, Va., an affluent suburb of Washington, D.C., teachers have been hit with books, thrown over desks, and had their clothes ripped; and in Prince Georges County, Md., another Washington suburb, a rape against a teacher and a murder on school grounds were reported recently.

RURAL VIOLENCE

In House Springs, Mo., an all white rural school district with 7,000 students, 10 youths overdosed on drugs in the past year and numerous students were sent home drunk. In a period of two months, $6,000 worth of equipment was stolen from the high school, teachers had rifle bullets fired into their cars, and a teacher was stabbed by a female student.

In Rochester, N.Y., within the last year, a 14-year-old was slashed with a razor in his math class by another student, another 14-year-old shot a school aide who was trying to break up a fight, and three students held up a cafeteria manager at gunpoint.

In isolated rural areas, school-sponsored agriculture projects have been cancelled because vandalism there included killing animals.

TEENAGE EXTORTION

Although rape, robbery, assault, and vandalism are major sources of concern, extortion is now being reported with increasing frequency. In San Francisco, teenage terrorists not only demand money from students and teachers, they have also been intimidating neighborhood businesses.

Statistics on school crime are only approximate. Until recently, many school authorities didn't want to recognize violence in the schools, afraid that reporting incidents of violence or vandalism would reflect poorly on their jobs.

However, a Senate subcommittee headed by Sen. Birch Bayh (D-Ind.) reported that in 757 schools surveyed between 1970 and 1973 there had been an 18.5 percent increase in homicides, a 40.1 percent increase in rape and attempted rape, an 85.3 percent increase in assault on students, and a 77.4 percent increase in assault on teachers.

"The primary concern in many American schools today is no longer education, but preservation," said Bayh before the Senate subcommittee hearings this spring.

TESTIMONY IN CONGRESS

Students, teachers, and education and safety officials came from all over the country to Washington, D.C., last spring to tell a Senate subcommittee what they knew about crime in their schools.

"I've been assaulted and beaten in the classroom, and the way my administrator handled it was to hush it up, not tell the police about it," said a teacher from Missouri.

"Fear and violence are frightening many students out of an education," said a city official from Philadelphia. In New York, the subcommittee was told, student-run brokerages, where teenagers buy and sell guns, drugs, and the services of prostitutes, were found in some high schools.

"What we found in 1973 and 1974," said a staff member of the Senate investigating group, "we could also find in 1975, in increased numbers, higher percentages and in small as well as large school systems."

[From the Roanoke (Va.) World-News, May 1, 1975]

CRIME IN THE PUBLIC SCHOOLS

Senator Birch Bayh's subcommittee on juvenile delinquency, investigating violence and vandalism in the nation's public schools, has had some appalling statistics laid before it.

The subcommittee staff, studying 757 school districts between the years 1970 and 1973, found that homicides in the schools were up to 18.5 percent, rapes and attempted rapes 40.1 percent, robberies 36.7 percent, assaults on students 85.3 percent and on teachers 77.4 percent. The number of weapons taken from students increased 54.4 percent during the study period.

Destruction of school property was estimated to cost between $500 million and $600 million per year. The vandalism ranged from breaking windows to arson.

Violence and vandalism occurred most often in large urban high schools, but were by no means limited to them. Smaller schools—and younger students—also were involved.

There is no reason to believe the criminal activity in schools has declined since the study years. It may well have increased. In fact, any figures are suspect. Some systems don't keep adequate records. And many incidents go unreported anyway because the victims fear retaliation. The situation could be much worse than the subcommittee's figures indicate.

The natural question to ask, having looked at the problem in statistical form, is what to do about it? The question is much easier to ask than to answer, except partially.

More discipline, cry some. Put security guards in the halls and even if necessary in the classrooms, cry others. Others, less concerned with symptoms than with causes, plead for means of preventing the boredom that in part leads to the violence; they mention alternative educational programs. Still others speak of attacking school crime by attacking the environmental circumstances they believe cause it—circumstances like poverty and unemployment and broken homes or homes headed by disinterested parents. One newspaper columnist suggested the repeal of compulsory school attendance laws and revision of child labor laws so that "uneducable louts who disrupt the learning process" could be removed from schools and put to work.

None of these is the whole answer. All of them, perhaps, are part of the answer. The only certainty is that the situation is intolerable. The subcommittee resumes hearings next month. It must solicit expert guidance and propose careful, broad and decisive legislative steps to turn back the tide of crime in the public schools of America.

[From the Nashville Tennessean, May 14, 1975]

CRIME IN THE SCHOOLS

Recent reports of crime in the American school system are cause for anxiety and concern. They are another patch of thorns in our thicket of troubles.

The number of crimes and misdemeanors revealed is shocking. The National Education Association says that 69,000 teachers were physically attacked by students during the 1972–73 school year, and 155,000 teachers suffered damage to personal property.

A juvenile delinquency subcommittee of the U.S. Senate, chaired by Sen. Birch Bayh, lists crimes in specific categories. One hundred students were murdered in 1973 in schools surveyed by the subcommittee. In the years between 1970 and 1973, the subcommittee reported, the incidence of homicides in schools was up 18%, rapes and attempted rapes by 40%, robberies by 36%, assaults on students by 85%, and on teachers by 77%.

Some contend, perhaps rightly, that the schools reflect the ills of the society, and of the times. Too, for twenty years the school system has been the fulcrum and focal point of grinding racial controversy. It is also pointed out that youth, traditionally, is a major source of crime—youngsters between 10 and 17 account for 45% of all persons arrested for serious crimes.

Whatever or whichever is the primary cause, the responsibility to learn more and do more about it is shared by community, state and nation—in fact, shared by all. Such a cancer on the national life must not grow unchallenged.

[From the Milwaukee Journal, June 24, 1975]

CRIME IN THE SCHOOLS

Crime and violence in schools too often have been swept under the rug, perhaps by educators who legitimately feared that the public would unfairly blame them as the cause. Neither the sweeping nor the crime should be tolerated.

Children cannot learn when educators must spend increasing time and effort protecting themselves and a majority of their students from classroom disruption, assault, robbery, extortion, even rape and murder. And children who cannot learn become problems themselves, compounding the schools' task and increasing the ultimate burden on society.

Several studies in recent months have reported increasing crime in schools—suburban and rural, as well as big city. "Violence and vandalism," says the National Association of Secondary School Principals, "have moved just in one decade, from being an ancillary and occasional problem . . . to a position of oppressive and ever present dominance." A U.S. Senate subcommittee concluded this spring that schoolhouse crime is "reaching crisis proportions which seriously threaten the ability of our educational system to carry out its primary function."

An unfortunate side effect is the weapon that schoolhouse violence gives to people who oppose racial integration out of bigotry or racial ignorance. It would be foolish not to recognize that the legitimate fear of many parents, white and black, for the physical safety of their children in schools has been exploited by diehard segregationists.

The causes of crime in schools vary. It is far too simplistic just to blame educators. Broken homes, ignorant or irresponsible parents, poverty, drugs, television violence, lethargic courts, pinchpenny taxpayers and, to be sure, some inept educators are among the likely causes.

There is no shortage of theories, some conflicting, on what to do about schoolhouse crime. In the long run, great promise seems to be offered by more flexibility in curriculum and alternative programs to challenge students of differing interests and needs—not just a few showcase alternatives, but enough to reach all the children in need.

In the short run—until the public can be persuaded that the cost of adequate reform is the wisest investment—there is need for stopgap measures to curb crime.

Just putting police into schools—even if enough police were available—likely would only make schools more prisonlike and ill suited to education. There does seem need, however, for considerably more specially trained school security people, answerable to principals. There also is merit to a proposal before the State Legislature to let schools contract with private agencies to educate problem students, although ultimately the schools ought to be equipped to do that job themselves.

Society in general can find plenty of scapegoats for the rise in schoolhouse crime. Like it or not, however, society must face responsibility for coping with the consequences—either by paying the cost of effective reform, or paying the higher cost of neglecting the problem.

[From the American Teacher Monthly, May 1975]

THE GROWING PROBLEM OF SCHOOL VIOLENCE

Violence in the nation's schools can be eased through alternative settings for children who cannot learn in the traditional school situation, AFT President Albert Shanker testified before the U.S. Senate Judiciary Committee's subcommittee on juvenile delinquency last month.

Shanker was the leadoff witness in the initial session of a series of hearings which Sen. Birch Bayh (D-Ind.), who chairs the subcommittee, said are designed to explore the nature and extent of vandalism and violence in the schools.

The subcommittee, in a study released prior to the start of the hearings, said that violence and vandalism is costing public schools a half-billion dollars a year, and that more than 100 murders a year are committed in the schools.

An 18-month study by the subcommittee has found that by 1973, there were 70,000 of what it characterized as serious assaults against teachers being reported annually.

"Too often, youngsters arriving at our public schools today are not finding the quiet atmosphere of instruction, enrichment and encouragement," Bayh said, "but instead an environment dominated by fear, chaos, destruction, and violence."

Schools in all kinds of settings and in all areas of the U.S. are being victimized, Bayh said. In urban, suburban, and rural districts alike, there is evidence of drug and prostitution rings, gang warfare, extortion, robbery, and assault.

The rate of assaults on teachers rose 77.4 percent and on students by 85.3 percent between 1970 and 1973, the study showed. While the increase in assaults on teachers are substantial, student assaults on other students are the most common—numbering in the hundreds of thousands each year.

The subcommittee report offered a number of tragic examples to illustrate its concern: that of a 16-year-old Chicago youth shot in school after refusing to pay off a nickel loss in a card game; and that of a 17-year-old Detroit youth, beaten and stabbed by classmates because they felt her to be more attractive and a better scholar.

In his testimony, Shanker dealt with the pressures in school which help cause violence.

Some students who do not learn the basic reading, writing, and arithmetical skills in the first few years of schooling come to make a deal with the teacher, Shanker said, amounting to "if you leave me alone, I'll leave you alone." But there is another type of student, he said, "who is very resentful at being compelled to sit in school in an atmosphere which reminds that student of failure year after year."

The AFT president said that "placing a child who has been in school for four or five or six years and who has failed to make it by all standards, telling him to come back to that same atmosphere over and over again is a kind of provocation to disruption." Alternative schooling is one of the components of the AFT's program for Educare, universal lifelong education, he noted.

More concentration on early childhood education is necessary, Shanker said, not only by adding preschool education to the public schools, but by making the first four years of the present school setting more productive. "We ought to be concentrating our efforts on kindergarten, first, second, and third grades, making sure that whatever is necessary to reach students during those years is provided so that they can acquire the basic skills and foundations before they develop feelings about themselves, feelings that they will never learn, that they are bound to fail."

Shanker cited evidence of the increase of vandalism in New York City as an example of the nationwide trend. He said that efforts of major school systems to protect teachers and students have failed because victims of assaults are reluctant to report them for fear of being blamed; legal procedures—recently complicated by a U.S. Supreme Court decision in *Goss v. Lopez* requiring hearings before suspensions—prevent effective prosecution of those accused of assault; and the courts are powerless to act due to the lack of special schools or institutional facilities.

Shanker urged legislation to require accurate record-keeping of violence, crime, and vandalism. He said there now is "a good deal of covering up," and that "if there weren't hearings of this sort, we wouldn't know about them except for an occasional headline here and there."

Additional funds for narcotics education to prevent drug usage, one of the major causes of violence, and more security personnel to deter outside persons from disrupting schools are also needed, he said. He urged the subcommittee not to allow the hearings to become a further basis for public feeling that "the schools are terrible, that the schools are failing, that the schools cannot be salvaged." He scored critics of the schools who have depicted the rebellious student as a "great revolutionary hero performing a service for the students."

"The public schools are doing an excellent job for the overwhelming majority of our students," he said, and "we should not create the impression that parents should not send their children to school because they're not likely to come home that day in one piece—because it isn't true."

Across the country, meanwhile, AFT locals have been taking steps to curb school violence.

In Chicago, States Attorney Bernard Carey promised Chicago Teachers Union President Robert Healey that his office would seek jail sentences for persons charged with assaulting teachers and carrying weapons in schools.

The Detroit Federation of Teachers, worried by growing violence which included the fatal shooting of two high-school students, has called for all students and employees to wear picture identification badges, as a method of keeping outsiders from the schools. The suggestion was one of 12 ideas offered to school authorities. The union plans to offer several security proposals in coming contract talks.

The Cleveland Teachers Union won a court case upholding a contract clause that requires the transfer of any student who assaults a teacher, and has applauded a tough school-board statement on expulsions of disruptive students. While the number of expulsions increased fourfold this year over last, CTU President George Stone wants them made permanent rather than just for the current school year.

The Kansas City (Mo.) Federation of Teachers is represented on a committee of 50 school leaders charged with developing a policy to deal with student violence.

The Gary (Ind.) Teachers Union, reporting five recent cases of assaults and robberies among teachers, has appointed a committee to meet with administrators to find solutions to the growing problem of violence.

[From the Fort Worth (Tex.) Star-Telegram, May 5, 1975]

New School of Thought Needed on the Problem

A Senate Judiciary Subcommittee is trying to ring the bell on soaring crime in the schools.

Some recent hearings on the subject took place in a hearing room next to a display of handguns, brass knuckles and knives confiscated from students.

We have all been aware of the growing problem of crime in the schools. And we know some new approaches are needed.

The subcommittee staff wrote, ". . . Our schools are experiencing serious crimes of a felonious nature, including brutal assaults on teachers and students, as well as rapes, extortions, burglaries, thefts and an unprecedented wave of wanton destruction and vandalism."

The staff also said the situation is reaching "crisis proportions which seriously threaten the ability of our educational system to carry out its primary function (of teaching)."

Now, look at what the staff found happened in our schools between 1970 and 1973:

Homicides increased 18.5 percent.

Rapes and attempted rates increased 40.1 percent.

Robberies increased 36.7 per cent.

Assaults on students increased 85.3 per cent.

Assaults on teachers increased 77.4 per cent.

Drug and alcohol offenses on school grounds increased 37.5 per cent.

The number of weapons taken from students by school officials went up 54.4 per cent.

The staff also found that destruction of school property costs an estimated $500 to $600 million a year—an amount equal to nationwide expenditures for school textbooks in 1972.

The causes? They include outmoded discipline practices, racial hostility, breakdown of the family and family control, contempt for the value of personal and public property and drug abuse.

But one reason listed which really caught our attention was:

"Increased use of violence in the society and in the world as a means of solving problems."

In other words, what our students—some of them, anyhow—have learned only too well is an ugly practice they see many adults about them using.

[From the Bridgeport (Conn.) Post, June 28, 1975]

Problems in Schools

A Senate panel is looking for problems in the nation's public schools and finding what it seeks. The Judiciary Subcommittee on Juvenile Delinquency has learned that dope, liquor, vandalism, and violence are of epidemic proportions in some schools.

Perhaps most disturbing is the revelation that some students and educators take the difficulties for granted.

But the deplorable situations which have received widespread publicity should be viewed in perspective. William Bell, a high school teacher in Fairfield, told the senators that he had been victim of a physical attack while performing his duties. But he elaborated, "I'd like to get in a plug for the 95 per cent of the kids who are good kids."

After the hearings Mr. Bell made additional observations about his 15 years in Fairfield schools. He claims students have changed, particularly in their attitudes toward authority. Many, he believes, expect "student rights" but have not learned a sense of responsibility.

Much of the blame for this, according to Mr. Bell, on parents who abdicate responsibility to discipline and guide their sons and daughters.

Mr. Bell says parents of youngsters in trouble often demand to know how the school will correct the situation. He believes the failure of parents to be firm, when necessary, at home is largely the cause of behavioral problems in schools. Still the vast majority of youths and parents are praised by Mr. Bell for their attitudes and accomplishments.

It would be wrong to pretend that conditions in schools are idyllic. It would also be a serious error if an impression were created that a whole generation had turned bad. Mr. Bell's comments for the 95 per cent are most appropriate.

[From the Lynn (Mass.) Item, May 10, 1975]

SCHOOL CRIME GROWS

Violence in the public school system has been a serious problem for many years, largely swept under the rug by school officials afraid of creating still greater difficulties by public disclosure.

In initial hearings into the problem, the Senate Judiciary Committee's juvenile delinquency subcommittee has heard some startling testimony. Based on crime and vandalism studies conducted in 757 of the nation's largest school districts between 1970 and 1973, the subcommittee estimates that each year the cost of school crime and damage comes to $500 million nationally—passed on to the taxpayers who support the school systems.

Worse, the crime spree is spreading rapidly. During the three years studied, the subcommittee estimates assaults on teachers increased by 77 percent, assaults on students by 85 percent, robberies of students and teachers increased by 36 percent, rapes and attempted rapes by 40 percent and homicides in school buildings increased by 18 percent.

In the 757 districts studied alone, 100 homicides were reported in 1973. Subcommittee chairman Sen. Birch Bayh was not stretching the truth when he said: "The ledger of violence confronting our schools reads like a casualty list from a war zone or a vice squad annual report."

The nation cannot tolerate a continuation of this pattern. While it will help focus public attention on the seriousness of school crime by public testimony to be taken by the Senate panel, the corrective answer lies in each school system. It is the duty of individual school boards, faculties and administrators to correct disciplinary and crime problems, rather than to deny they exist.

The policy of silence, repeatedly documented and even admitted in this area's suburbs, is an obvious and abject failure.

It is time school administrations tried letting the light of day help them find solutions.

[From the San Francisco Chronicle, Apr. 11, 1975]

SCHOOL VANDALISM LEVIES IT'S TOLL

As if to affirm a U.S. Senate report which holds that increasing violence and vandalism in the schools has created a national crisis, students broke into the Mountain View High School on Wednesday night and set a fire that consumed the school band's instruments and uniforms and did a quarter million dollars worth of damage.

This seemingly senseless exploit in destructiveness lends credence, if any is needed, to the Senate report's estimate that school vandalism is levying a "surtax" of $500 million each year upon the heavily burdened taxpayers.

Such estimates are familiar to San Franciscans. As far back as 1949, it was reported that theft and vandalism in the local schools was costing $100,000, and year by year estimates of that needless increment in the tax burden increased until it hit the million dollar mark in 1972. This year, it is hopefully reported, that figure may drop by as much as 35 percent, due to an increased after-school use of the schools, conversion of school yards into playgrounds, and a burgeoning proprietary interest of students in their school properties.

In the Senate's subcommittee on juvenile delinquency which sponsored the disquieting report on vandalism and violence, there is an announced intent to draft legislation that would "provide financial aid to school districts to seek alternative programs and security plans." But it is quite possible to wonder how passing a law is going to cure what Senator Bayh describes as "an atmosphere dominated by fear, chaos, destruction and violence."

It could be that the conduct of students who create such an atmosphere in schoolyards and classrooms across the nation, is both inexplicable and incurable. The schools of a community, says a caustic modern adage, reflect that community.

There is also a belief that student violence and destructiveness are the product of a breakdown in the oldtime family structure, which is to say that the schools are receiving students who lack parental guidance and discipline. It is relevant that the Los Angeles Rams have moved to remedy such defects by visiting the schools, chatting with the students, earning their respect, and turning them away from acts of vandalism. That road, we suspect, may lead to better results than will legislation.

[From the Knoxville (Tenn.) News-Sentinel, Dec. 17, 1975]

SCHOOL VIOLENCE CALLED MAJOR PROBLEM IN U.S.

In Los Angeles, school officials use police helicopters to buzz their buildings to keep a lid on violence. Some teachers wear transistors so they can alert armed guards when they're threatened.

In Detroit armed policemen have had to be called in to keep school board meetings from erupting into violence.

In Bangor, Maine, laser-beam alarms have been installed to ward off burglaries of school buildings.

In Chicago hundreds of armed off-duty policemen patrol schools to try to stop extortion, intimidation, robberies, rape, gang fights and assaults on teachers and students.

Around the country both urban and rural school systems are spending millions of dollars for "hardware" and security guards to fight the fast-growing problem of school violence. This alarms teachers and principals who fear schools are becoming fortified prisons. They see expenditures for security draining off money for long-range solutions, such as helping children with special problems.

The debate over security vs. education surfaced this week at the nation's first conference of educators, Federal officials, security officers and researchers on what to do about school violence.

The seriousness of the issue was outlined earlier this year by a Senate subcommittee which surveyed 757 school districts and said that physical assaults, drug rings, robbery and extortion are widespread. Violence and vandalism cost schools $500 million a year, according to the juvenile delinquency subcommittee headed by Sen. Birch Bayh (D-Ind.).

His report said that between 1970 and 1973 assaults on teachers increased 77 per cent; assaults on students rose 85 per cent; robberies increased 36 per cent; murder increased 18 per cent, rape and attempted rape increased 40 per cent; and the number of confiscated weapons increased 54 per cent.

One school superintendent said: "The reason Johnny can't read or write is that he can't concentrate. He's terrified of some gang waiting outside the classroom to beat him up."

The National Institute of Education is undertaking a safe school study. Over the next year it will interview 4500 school principals plus teachers and students to find out the extent of the problem. The Federal Law Enforcement Assistance Administration has financed a study of 130 school programs designed to deal with crime.

William L. Lucas, an assistant school superintendent in Los Angeles which has 640,000 students, said his school system already spends $5 million a year for its own security officers and patrol cars—a force second in size only to the police and sheriff departments. He said underground policemen have been used in the school to break drug rings. In addition, the school system spends $3 million a year for alarm systems.

William Paul of Harvard University School of Education and others said they fear hardware will become institutionalized and permanent. Instead, they recommend the country pay attention to media violence as a root cause of school violence.

"School is a microcosm of society," he said. "We must condemn the aura of violence everywhere as well as end represssive measures in schools which make violent kids think of themselves as losers. We teach kids in school that life is survival of the roughest and most competitive. That's wrong."

John Q. Wilson, a visiting professor at Harvard, vice chairman of the Police Foundation and a member of several national commissions on violence and law and order, suggests there be more vocational education and immediate experiments to let some youngsters out of school.

"Before the 1950s the number of dropouts equaled the number who graduated," he explains. "It's only recently we have the idea that high schools are the single route for everyone into work or college. We used high schools to extend adolescence and it's inherently implausible end just leads to rebellion. Studies show low-income dropouts get into less trouble once they're out of school."

He also urged a middle ground between doing nothing to troublemakers and putting them in jail. He suggested experimenting with a plan used in England to require young offenders to perform 240 hours of community service such as hospital work or cleaning up parks under supervision. If they don't show up, then they are jailed.

Other proposals being considered to reduce violence include:

1. Letting student councils have control of the school vandalism fund at year's end. Students thus have an incentive to keep vandalism at a minimum so they have more money to spend.
2. Reducing the size of classes and schools if possible because studies show small ones experience less violence.
3. Changing work rules to allow 16-year-olds to work and go to school at staggered hours.
4. Doing everything possible to reduce truancy. There is a definite link between high absenteeism and violence.
5. Working to treat alcohol and drug abuse problems here is also a link to violence here.
6. Outlining student rights and give them more responsibility and decision-making power.

Preliminary Federal research indicates students interviewed about violence in their schools report 20 times more crime than principals say exists. Experts say principals fear getting blamed and fired.

[From the New York Times, June 14, 1975]

SCHOOL VIOLENCE, IN VARYING DEGREES, NOW SEEN AS NORM ACROSS THE NATION

Crime and violence, in varying degrees, have become the norm in schools throughout the country. Many officials have become so anesthetized to the scope of the problem that they now consider a certain number of serious incidents inevitable.

Assaults on teachers by students and outsiders are increasing steadily (an estimated 70,000 teachers are injured badly enough each year to require medical attention, according to a Senate report). A similar situation exists among students, although no figures are available on how many need medical assistance.

In addition, vandalism in the schools is costing the nation more than $500-million annually. Murder, rape and armed robbery are not unusual occurrences, and many students are carrying weapons ranging from guns, knives and chains to baseball bats, razor blades and brass knuckles.

"School officials don't want to recognize violence in the schools," said Sydney Cooper, chief administrator of the office of school safety in New York. "They say 'let's not talk about it.'

"How do you recognize the situation, deal with it, measure progress, if you don't know what's happening?" he asked. "We must bite the bullet to admit that it exists and get accurate, but not hysterical measurements."

In the last year, New York City has instituted a new reporting system for schools that has been compared to police department reports. It has also issued 1,500 walkie-talkies to guards, and started testing alarms for teachers.

The school system was not yet ready to release arrest statistics for the current year but indicated that there had been a "dramatic" increase over last year, when there were 500. Mr. Cooper cautioned, however, that the figures could not be accurately measured against previous years, due to increased reporting and a better system of apprehening offenders.

Administrators have apparently reached the point where, with some equanimity, they can tolerate conditions that would not have been dreamed of in the not too distant past.

"There hasn't been any real problem in Rochester schools," said Capt. Anthony Fantugrossi, chief of detectives.

Within the last year a 14-year-old was slashed with a razor in his math class by another student, another 14-year-old shot a school aide who was trying to break up a fight, and three students held up a school cafeteria manager at gunpoint.

David Clishman, a field representative of the San Francisco Federation of Teachers, said he did not believe crime was rampant in the schools but recalled several incidents of students "hauling off and punching the teacher in the face." There was also "some extortion," he said, and added, "Teachers do have to secure their personal belongings."

There were twice as many assaults on San Francisco school personnel during the current school year as there were last year, with 104 assaults on staff and 17 assaults with deadly weapons.

"Before September, we just had your everyday vandalism and normal amount of teacher assaults," said Paul G. Barry, security officer for the Boston school system, commenting on increasing problems since a Federal Court order mandated busing to desegregate the city schools.

There were 167 assaults reported on school personnel in Boston in 1974, 75 per cent of them by regularly enrolled students.

Although school crime has reportedly decreased in some areas of the country, there are, apparently, relatively few schools anywhere free of incidents. The malaise that once affected primarily inner city and big city schools has now reached out to suburban and rural communities.

"The differences between inner city and suburban schools is merely of degree, not of kind," said Dr. Paul B. Salmon, executive director of the American Association of School Administrators.

The American School Board Journal, published by the National School Board Association, noted in a special issue on school violence that "few school officials feel either safe or smug about school violence, even if they are located in high class suburbs (where students routinely 'trash' equipment or roam in destruction-bent gangs that have their own lawyer on call) or in isolated rural areas, where school-sponsored agriculture projects have been canceled because vandalism there includes killing animals."

In St. Louis, two suburban schools closed temporarily in the last year because of reported school violence (one teacher was knifed, another was struck). In Fairfax County, Va., a suburb of Washington, teachers have been hit with books, thrown over desks and had their clothes ripped, and in Prince Georges County, Md., another suburb, assaults increased 28 percent. In Cleveland, crime in schools on the city's periphery was reported to be increasing as inner city school crime decreased.

Figures on school crime are approximate at best. A Senate subcommittee headed by Senator Birch Bayh reported that in 750 schools surveyed, between the years 1970 and 1973, there had been an 18.5 per cent increase in homicides, a 40.1 per cent increase in rape and attempted rape, an 85.3 per cent increase in assault on students, and a 77.4 per cent increase in assault on teachers.

The 1974 figures of the National Association of School Security Directors, headed by Joseph Grealy, a former investigator for the Federal Bureau of Investigation, are more revealing. Armed robberies in schools were estimated at 12,000; burglaries 270,000, forcible rapes at 9,000 and aggravated assaults at 204,000.

Even those figures, according to security directors, teachers and John Rector, chief of the subcommittee's staff, do not tell the whole story.

"The information available is very conservative," Mr. Rector said. "The numbers are grossly underrated . . . some school districts don't keep records at all."

"My estimate is that one-third of school crimes are reported," said Sydney Cooper, chief administrator, office of school safety in New York.

"Most principals are big cover-up artists," said Sonya Richman, vice president of the Philadelphia Federation of Teachers.

Albert Shanker, president of the American Federation of Teachers and of the New York United Federation of Teachers, observed that there was an "all too prevalent strategem of shifting blame from the assailant to the victim." He said this discouraged both students and teachers from pressing charges.

The number of unreported crimes is "incredible," said William H. Simons, president of the Washington (D.C.) teachers Union. He noted that teachers were reluctant to report all incidents because they were harassed by principals, and also because they felt the system of handling complaints against juveniles was inefficient. Other educators emphasized the fear of retaliation on the part of both students and teachers.

One example of apparent lack of reporting was illustrated in a comment by Jack Nix, Georgia's Superintendent of Schools, who said he had not had any reports of teacher assaults.

"None," he stated.

(Statistics show that since January, 1974, in the Atlanta school system alone there have been 12 rapes, 124 robberies, 221 assaults—11 of them since September, on teachers—and close to 1,000 burglaries.)

Although the nation's school system has never been totally immune from incidents of student misbehavior, the preliminary report by the Senate subcommittee to investigate juvenile delinquency issued in April commented that "this level of violence and vandalism is reaching crisis proportions which seriously threaten the ability of our educational system to carry out its primary function."

What has caused the increase?

Teachers maintain that a good deal of it is due to lack of parental discipline. Parents accuse teachers of either leniency or rigidity.

Educators and parents point out that schools merely reflect contemporary society and that both drugs and the economic situation are accountable, in part.

Two constants are references to television violence and criticism of the juvenile court system. "We've got to get old-fashioned parents back that say, 'If you get into trouble at school, you are going to get into trouble at home.'" said George Stone, president of the Cleveland Teachers Union, who attributed the increasing problem to violence on television and on the streets, and to permissive parents. "We have parents saying to their offspring, 'You don't have to listen to that teacher.'"

"The parents want to whip the teacher, not the child," said Chief P. L. McIver of the Garner, N.C., police.

Richard Green, a retired Los Angeles police officer and chief of the city's school security, said, "By their [students] being bad, we give them good things. They get the special programs, the grants, the special attention—and the average kid who attends school every day trying to get an education, he gets ignored."

"But all the programs in the world won't help the 17-year-old who has 65 arrests," Mr. Green added. He said society already had failed such a student because he "wasn't kicked . . . the first time he got into trouble. Back then, he might have been rehabilitated. But now, forget it. Society has also failed all the other youngsters by the example of not doing anything about the offender."

Although the number of disruptive students in any one school is usually a small percentage of the student body, the tensions they engender have had far-reaching effects. One is the proliferation of weapons carried by students.

"These kids bring in everything," said Mary Ellen Riordon, president of the Detroit Federation of Teachers. ". . . . guns, knives, baseball bats, karate sticks, Afro picks, razor blades, brass knuckles, you name it."

Chief McIver in North Carolina estimated that 99 percent of the students in his jurisdiction carried weapons for protection; in Boston "a good percentage" were reported to be carrying weapons; in Baltimore, as many as 100 weapons, mostly knives and a new variety of kung-fu stick, are confiscated each month, and in New York, according to Mr. Shanker, 31 incidents involving hand guns alone were reported in the first five months of the current school year.

Recently, Arnold R. Pinkney, president of the Cleveland Board of Education, threatened to crack down on pupils believed to have weapons or drugs and, if necessary, frisk them or search lockers. His explanation—"we are trying to make parents responsible for the persons they brought into the world"—antagonized some parents. He also criticized juvenile court judges for being too lenient.

For all of this, he has since been censured by judges and the Cleveland branch of the American Civil Liberties Union, which came out for students' rights.

Although assault, robbery, rape and vandalism are major sources of concern, extortion is now being reported with increasing frequency.

"I guess we've expelled more students for extortion than for any single thing," said Dr. Richard J. Jewell, a school principal in Raleigh, N.C. He made the point that the students often didn't know what extortion meant, "they just do it."

"It's become accelerated for us," said H. S. Griffin, deputy superintendent of the Dallas school system. "It's the sort of thing where they demand 15 cents a day, day in and day out, from some of the students."

Similar incidents have been reported in cities as diverse as San Francisco and Detroit.

The Senate subcommittee which made the estimate that vandalism in schools had reached $500 million annually, found that the cost of replacing broken windows in the schools of an average big city would be sufficient to build a new school in that city every year. (The Association of School Security Directors now places the vandalism figure at $600 million annually.)

[From the U.S. News & World Report, Jan. 26, 1976]

Special Report—Terror in Schools

Violence and vadalism in the nation's public schools are approaching epidemic proportions—and nobody seems to know what to do about it.

Some school systems are filling their buildings with alarms and guards, and getting tough with expulsions and arrests. Others, seeking longer-term solutions, call for basic social changes to remove the root causes of rebelliousness among the young.

But nothing tried so far has stemmed the tide of crime in schools.

In a report last month, the National School Public Relations Association declared: "The fact is simple but stark: Vandalism and violence have become one of the foremost problems of the nation's schools during the past five years.

"It is a problem that is elusive; a costly problem that can strike without warning; a problem that involves fear of physical harm and emotional public demands for safer schools, and worst of all, a problem that so far defies solution."

Investigating the scope of school crime, a Senate subcommittee found that, between 1970 and 1973:

School-related homicides increased by 18 percent.

Rapes and attempted rapes increased by 40 percent.

Robberies went up 37 percent.

Assaults on students soared—up 85 percent.

Assaults on teachers also made a big jump—77 percent.

Drug and alcohol offenses on school property increased by 38 percent.

Later reports, not yet converted to national averages, show school crime has continued to grow since 1973.

LEDGER OF VIOLENCE

A survey of 20 cities by members of the staff of *U.S. News & World Report* revealed numerous instances of gang warfare, stabbings and clubbings, extortion, abduction, destruction of school facilities and, in one case, the killing of all school pets in 25 classrooms in an elementary school.

The bill for all this is estimated to be running more than 600 million dollars a year. But the cost is measured in more than dollars. Warned the National Congress of Parents and Teachers:

"The increasing intensity and frequency of violence and vandalism in the schools threatens serious disruption of the educational process."

Police report that most school crime is committed by a hard-core group of offenders representing about 10 percent of enrollment—including girls as well as boys. Ages range from 8 to 18. Nonstudent intruders on school property are also a problem.

Social scientists' studies indicate that youth crimes "are disproportionately committed by male children of economically and educationally disadvantaged families and by the poor from racial and ethnic minorities."

It is pointed out, however, that the vast majority of children from disadvantaged homes never become involved in serious offenses, and that crime is a school problem in well-to-do neighborhoods as well as in poor ones.

If there is one overriding need in the fight against crime in schools, authorities agree, it is for more discipline in classrooms.

"We need a rebirth of both discipline and moral development in American education," said Terrel H. Bell, U.S. Commissioner of Education.

What is called for, according to Commissioner Bell, are reasonable standards, firmly applied. He feels the need for action is great, because of evidence that "many of our secondary schools are in the grip of hopelessness and despair."

ELUSIVE CAUSES

Seeking solutions to the juvenile-crime problem, the Council for Educational Development and Research brought national experts to a conference in Washington last month.

The conference was told by James Q. Wilson, distinguished Harvard criminologist, that "we are facing a problem whose causes we don't understand and which we probably can't eliminate in a generation or two."

Several new avenues of research were opened at the conference. To be investigated further:

What appears to be a strong association between early truancy and later misconduct of a more serious nature.

The effect of prolonged adolescence, in which young people are virtually held as "prisoners" of the schools until they can qualify for jobs.

What benefits might be obtained by allowing students a bigger voice in decision-making in their schools.

Whether parents, by participating more in school life, can exercise a restraining influence.

Citizens in some communities find they are not always welcomed when they try to participate in school affairs

Parents in Montgomery County, Md., a high-income suburb of Washington, are organized in a group called Citizens United for Responsible Education (CURE). Leaders of CURE report they have been trying for months to get their State's Attorney's office to follow up on a grand jury's recommendation that the school system be investigated to find out whether its educational policies contribute to juvenile delinquency.

"When we try to deal with Montgomery County school authorities," said one CURE leader, "what we run into is a sign which says in effect, 'Harry Homeowner, keep out.' "

In metropolitan areas of the country, where school crime is most prevalent, all sorts of preventive measures are being tried. One of the most effective in New York City is a mobile squad of 15 security officers which can be dispatched to any school.

"This task force gives us the mobility to respond to crisis situations," said Carleton Irish, head of the city's office of school safety.

Incidents of crime and violence increased 56 per cent in New York last fall. There are an estimated 80,000 drug addicts in the city, many of them teenagers still in school. There are also more than 350 youth gangs known to be prowling the fringes of school grounds.

To the problems generated by these criminal elements is now and added a money shortage. In deep financial trouble, the New York school system has been forced to cut its security force in half, its guidance counselors by one third and its principals and teaching staff by nearly one fifth.

While New York, is cutting back on security, Boston is planning to add more school policemen. A new department of security services is to be established to deal with widespread racial fighting in the schools, where a court-ordered plan of busing for integration has stirred bitter controversy.

At a cost of 10 million dollars a year, education officials in Chicago appear to have stabilized disorder in their schools.

But they aren't crowing about it, because they say it has been stabilized at unacceptably high levels, and the illegal sale and use of drugs continues to be an uncontrolled problem.

Manford Byrd, Jr., deputy superintendent of Chicago schools, pointed out that while the dollar costs of crime can be calculated, "no one has measured the immediate and long-term effects on the education of childern resulting from the climate of fear generated by these conditions. Many hours of education are lost because of false fire alarms and bomb threats. Much harm is done to educational programs when classroom windows are shattered, teaching materials destroyed or stolen.

"When students and teachers are fearful of going to school—terrified of assaults and other acts of personal violence—a healthy environment for learning is lost."

WORRIED TEACHERS

Surveys show that 25 per cent of Chicago's teachers consider discipline a constant problem, while 18 per cent are worried about their physical safety.

According to John Kotsakis, a spokesman for the Chicago Teachers' Union, it isn't uncommon for teachers to refuse to work in certain areas of school buildings for fear of assault from students carrying guns and knives.

In 1965, there were no security guards in Chicago schools. Today there are 700. Of the 10 million dollars spent last year as a result of crime in schools, 3 million went for security personnel, 3.2 million for equipment and programs, and 3.5 million to cover property losses.

Deploring conditions under which pupils wear their hats and play pocket radios in Chicago schools, the Rev. Jesse Jackson, a black civil-rights leader, called for more discipline. "There's a tremendous amount of drugs and violence in our schools," Mr. Jackson said. "And what is worse, there's a tremendous amount of nonlearning going on—and that is the crime of crimes as far as I'm concerned."

Not long ago in Atlanta, a 15-year-old high-school student was paddled by an assistant principal for cutting classes. Minutes later, police reported, the student stormed back into the assistant principal's office and shot him with a pistol. The school official is still in a hospital, paralyzed from the neck down.

Such incidents are rare in Atlanta, but teachers say they show what can happen when things get out of hand. One high-school instructor said:

"I bet if you searched every kid in the city you'd find 60 per cent of them with weapons. I know that teachers bring weapons to school—in fact, one had a gun stolen from his car. Any time you walk past the bathroom you can smell marijuana."

Another teacher added: "It's impossible to keep a kid from smoking a joint during the day. At least a third of my students use marijuana daily. It's impairing, but not incapacitating, so they function better in the classroom than they did when they were using hard drugs."

Some cities in the Southeast claim they have gotten school crime under control, but it remains a serious problem in places such as Dade County (Miami), Fla. During the last school year there, simple assaults jumped from 566 to 830, robberies rose from 119 to 195, rapes, from 6 to 22. Attacks on teachers and administrators totaled 225.

RESIDENT WATCHMEN

An increasing number of school systems are moving mobile homes onto school grounds and using the families who live in them as watchmen. Generally, individuals own the homes, with the school system preparing the site and furnishing free utilities and other considerations. There are 58 "Watchmobiles" in Jacksonville, Fla., and school vandalism has been almost cut in half since they began operation.

Fighting juvenile crime in Detroit schools, the city has stationed policemen in many buildings and spends $230,000 a year on alarm systems. Still, last year, the vandalism bill was more than 1 million dollars.

Tough tactics have reduced disorder in Cleveland schools, but even under improved conditions there were 173 arson incidents, 494 building entries and 20,900 windows broken in the 12 months ending last September.

School Superintendent Paul W. Briggs reported he has been able to reduce his daytime security staff from 122 guards to 93. We have a very strong policy that there will be no weapons in schools," he said. "We expel any child who comes in with a weapon, and we prosecute adults.

"We have an electronic surveillance system that alerts a central switchboard if vandalism is in progress. Also, we've given our neighbors a card with a number to phone if they see crime in progress on school property."

PREVENTION'S PRICE

For public school systems everywhere, the cost of crime prevention keeps climbing. The annual operating budget of the security section of the Los Angeles unified school district is approximately 5 million dollars. An additional 3 million has been spent currently on intrusion-alarm systems and related hardware.

The district has 300 highly trained peace officers, "the third-largest police force in Los Angeles County," according to William L. Lucas, assistant superintendent of schools. Yet losses from violence and vandalism are expected to top 4 million dollars this school year.

A psychiatrist who has examined more than 200 teachers assigned to inner-city schools in Los Angeles reported last month that many show signs of battle fatigue similar to that encountered in soldiers.

These "battered teachers," the doctor said, exhibited a variety of stress symptoms, including high blood pressure, anxiety, depression, headaches, lowered self-esteem, stomach trouble and disturbed sleep.

For the personal protection of teachers in six Los Angeles high schools, small radio transmitters have been issued. When activated, these instruments send an alarm signal to security agents at a central location. The transmitters can be worn on the wrist or on a chain around the neck, or carried in pocket or purse.

In San Francisco, assaults, extortion and vandalism by students are daily occurrences, with little mention in newspapers unless it spills over into the streets. There were headlines late last year, when a gang of teen-agers boarded a streetcar and began beating and robbing passengers.

San Francisco has a special problem because of the several racial minorities in high schools. Black, Chinese, Filipino and white students tend to gather in hostile groups or gangs. Police report there have been 130 murders connected with gangs in the last five years, although none occurred in schools.

Crime is a serious problem in schools of the Southwest, but many districts have brought it under control with expensive security measures.

In Houston, as in many other school districts, officials say that some of the most serious "school crimes" are committed by older nonstudents who come on campus. A series of rapes against Houston teachers during the 1973–74 school year was blamed on outsiders.

"Security measures have helped minimize the problems of outsiders on campus," said Harriet Mauzy, president of the Houston Teachers Association, an organization that has been critical of administrative efforts to protect teachers. "But it is still more of a problem than the statistics indicate.

"Some teachers prefer not to press charges when they are threatened or assaulted, and many principals are reluctant to report incidents to the administration. They think it somehow reflects on their administrative abilities."

Houston school officals say they get good co-operation from city police. Especially effective, they report, are police helicopters that fly over schools at night and check roofs, doors and windows with searchlights.

Altogether, there are more than 130 anticrime programs being tested in the nation's public schools. The Federal Government, mostly through the Law Enforcement Assistance Administration, is spending 30 million dollars a year on remedial projects.

Educators and law-enforcement officials agree the effort is there. What they plead for now are some results.

[From the Washington National Observer Weekly, Mar. 22, 1975]

UNRULY GANGS, STUDENT TOUGHS ARE A SERIOUS PROBLEM IN MANY SCHOOLS

Seventeen-year-old Donnie Contreas wasn't gunned down by feuding thugs in some big-city slum. The bullet that slammed into his back and doomed him to a lifetime in a wheel chair cut him down at Carroll High, a "good" middle-class school in a "good" section of Corpus Christi, Texas. Officials don't know who shot Donnie last spring, or why.

And B. Frank Brown was no easily bullied high schooler at one of those chaotic inner-city schools when he was menaced by student toughs. A member of the National Commission on the Reform of Secondary Education, Brown was surveying Portland's John Adams High School, which he describes as one of the "newest, finest, and most innovative public high schools in Oregon if not the nation." He stepped into a school rest room and saw a group of older students shooting dice. One surly youth quickly rushed up and snarled, "Get out." The others glared threateningly.

They spared Brown a beating, but other John Adams students told him he was lucky. Student gangs had taken over the lavatories for gambling and narcotics dens, the students said. The gangs barred other students and roughed up many who dared venture in. As a result, most students at the "model" school had to go to nearby service stations to use the toilet.

Brown says he couldn't stimulate John Adams officials to get "excited" about what he had learned. Principal Donald Holt admits the school had "its share of troubles with the hallways and bathrooms." But he says that even before Brown arrived, his staff had begun "developing the supervision system that ultimately remedied the problem."

If the John Adams officials had overlooked their school's gang activity, that wouldn't have been unusual. Many educators are ignoring or covering up a new wave a misconduct and crime in mainly white, middle-class suburban schools—the institutions generally considered safe from the barbarisms known to occur at blighted urban and some recently desegregated schools.

ACCEPTING THE INTOLERABLE

What's more, many educators now accept student misconduct considered incredible and intolerable not long ago. This is made clear in an eight-reporter Observer inquiry that involved a random nationwide check of scattered secondary schools plus parents, principals, psychologists, school-security teams, scores of teachers and students, and the nation's chief education-related associations, among others.

It is the teachers and administrators themselves who allege that their colleagues turn blind eyes to gross misconduct, acting as if what they don't acknowledge seeing didn't happen. Teachers call this the "avoidance syndrome."

The Observer survey found that school authorities often refuse to keep records of serious misbehavior and disregard pleas by legitimate national agencies—such as the Senate's juvenile-deliquency subcommittee—to reveal the frequency and severity of misconduct in their schools or jurisdictions. So, although significant indicators exist, no single agency can provide statistics showing the full extent of misbehavior in the nation's secondary schools.

FROM RAPE TO HARASSMENT

There's ample testimony as to the kinds of things happening, however. Teachers, students, and security officers speak of shootings, beatings, rapes, shakedowns, thefts, and purse-snatchings. Some entire school populations are harassed by students who repeatedly sound false fire alarms.

Students fling eggs, set wastebasket fires, yell, curse, and threaten teachers while in class. They come to class "on the nod" from cocaine or alcohol—drugs that now rival or surpass marijuana as favored substances of abuse. And, as is well known, they commit staggering amounts of vandalism [The Observer, July 14, 1973].

True, not all schools and not all areas of the country are experiencing grave disciplinary troubles. And some teachers and others deny that there is a serious widespread disciplinary problem. Too, there's evidence that many competent, concerned school people are coping with whatever disciplinary troubles they have.

In Portland, Ore., an annoyed high school senior, a football linebacker and regular churchgoer, reiterates an important, if worn, theme: "Sure, things happen. But the boozers, loudmouths, jerks—the 'outcasts'—make up only about 15 per cent. They louse it up for everyone; nobody sees the good kids." His parents probably said the same things years ago, but they didn't have today's evidence to consider.

Roland Delapp, principal of Minneapolis' Washburn Senior High School, explains: "We [educators] have adjusted along with society. And society has been a little more tolerant of 'misbehavior.' "

More than "a little tolerant," according to a Columbia, S.C., teacher. He contends that teachers accept rowdiness and "back talk" as routine. "Ten years ago we used to say if we could get rid of five or six students our troubles would be over. Now we'd have to get rid of 200."

A MINISURVEY'S RESULTS

He and numerous others say students once adapted to school but that now it's the opposite. Fans in his area stay away from football games, fearing violence. Schools have discontinued Friday-night dances and halted special school assemblies at which distinguished guests used to speak. "The students are too rude, they insult the speakers," he says.

The Observer questioned 40 University of South Carolina students at Columbia, S.C. Most were college newcomers from suburban and rural schools in the South. Thirty-one said lack of discipline and violence had been rife in their high schools. Those with friends still in high school said disciplinary troubles still existed there.

The collegians supported the tales of high schoolers when they told about rest-room beatings, hallway "bumping" that frequently precipitated fights, and fear of walking corridors or crossing parking lots alone. They reported seeing students assault teachers in class. They said that teachers commonly locked classroom doors to keep out roaming student gangs that wander about, stopping at random to summon friends from class.

"VILE, FILTHY LANGUAGE"

The students reported that some of their classmates toted guns. In fact, one official at a Maryland school relates that when a teacher stopped a student to check his hallway pass, the lad pulled back his jacket, bared the .45-caliber pistol tucked in his belt, and said, "Here's your hall pass, sir."

Students and teachers everywhere mention the "vile, filthy language" that has become common in many schools. A Columbia, S.C., art teacher complains, for example, that it's hard to take it when a student yells, "Get your a-- over here," and the class breaks up in guffaws. That happened to her a few weeks ago.

In 10-degree-below-zero weather outside Minneapolis' Thomas Jefferson Senior High School, shivering students who again had been evacuated because of a false fire alarm talked about discipline in their English "resource center," a librarylike facility where students are expected to do required independent work.

"It has become a social gathering place," says one senior. "Kids sit on the floor and sing. Teachers crack down, and the kids laugh at them. The teachers give up." Another student demurs: "I get the feeling teachers are trying to reassert themselves. Some now object to being called by their first names."

Bomb threats and false fire alarms occur almost everywhere. They've bedeviled high schools in Portland, Maine. After 40 alarms in five weeks, one school was forced to hold after-hours make-up sessions.

Fetching facts from random, unprocessed survey forms from various U.S. school systems, John Rector, chief of the Senate's juvenile-delinquency subcommittee staff, says:

"Understand first that a lot of school people from teachers up to supervisors won't keep track of crimes or misconduct. Jobs are hard to get; everybody's worrying about looking bad or about suffering recrimination for speaking out." (Indeed, most of the school officials The Observer questioned asked not to be named.)

"But look, the Glendale Union High School District, Arizona, is fairly affluent. It has 12,265 students. In the 1970 school year it has 13 reported criminal assaults in its schools. In 1973? Seventy-one.

"Maryland's wealthy Montgomery County has 126,264 students. In 1970 it reported 43 robberies, 126 assaults, and 462 burglaries and larcenies. The respective figure for 1973: 53, 151, and 793. Palm Beach County, Florida—66,000 students—listed 290 reported thefts in 1973. Prince Georges County, Maryland, with 150,000 kids, had 689 assaults on students in 1973. And listen: Between the 1970 and 1973 school years, robberies there increased 240 per cent and assaults on teachers 1,020 per cent."

NEITHER SAFE NOR SMUG

Assaults on teachers? Early last year, three students at a Prince Georges County school invaded a teachers' lounge with drawn guns, ordered six chatting instructors to lie face down, robbed them, and, on leaving, shot a helpless teacher in the back.

In its January 1975 issue, the American School Board Journal, a publication of the National School Boards Association, ran a special section about violence in schools, concluding: "Few school officials feel either safe or smug about school violence, even if they are located in high-class suburbs (where students routinely 'trash' equipment or roam in destruction-bent gangs that have their own lawyer on call) or in isolated rural areas, where school-sponsored agriculture projects have been canceled because vandalism there includes killing animals."

By now desegregation and busing have created a greater sameness of conditions in urban and suburban schools. Thus many educators find themselves agreeing with Paul B. Salmon, head of the American Association of School Administrators, who says: "The differences between inner-city and suburban schools is merely of degree, not kind."

"And yet," explains John D. Boyd, a psychologist and assistant professor of counselor education at the University of Virginia, Charlottesville: "I think there are two different kinds of discipline problems. Kids who come from poverty exhibit one kind; middleclass kids, the other.

"Middle-class youths are expressing 'adolescent rebellion,' disillusionment, frustration, and hostility toward adults, society, and the school system. There's 'tolerable rebellion' that makes teachers uptight; but it easier to handle than the more fundamental physical reaction of lower-class youths. A lower-class kid hits you in the nose; a middle-class kid tells you off."

"Psychological distress" caused by society's changes has induced the behavior deterioration, in Boyd's view. Others see it differently. Parent blame teachers for being too lenient and for using new-fangled educational techniques that amount to little more than letting kids do what they please. Teachers accuse parents of setting a bad example at home, of being too permissive, and of routinely taking the child's side in school disciplinary disputes.

There's widespread agreement that the courts are too easy on juvenile offenders. Many school officials say state governments have handicapped their ability to deal with disciplinary matters.

"ADULTHOOD" BEFORE GRADUATION

Students and teachers grouse that school curricula are too rigid, courses irrelevant, and the schools themselves so large that students lose their identity and misbehave to get attention.

There are ideas and projects afoot for remedying most of these alleged faults. Psychologist Boyd declares that educators must say, "Hey, we have to focus as much on having kids learn social behavior and how to get along in this world as we do on academic subjects."

Other psychologists are asking that teachers receive more behavioral training so they can more competently analyze behavior, identify potential trouble makers, and with school psychologists work to modify errant conduct through counseling.

As other school systems have, Prince George's County, Maryland, has formed a special school-security system composed not of mere hall guards but of "investigator counselors." Although some rove the county, most are stationed in indivdual schools. They deal with bomb threats and the like, check on known trouble makers, gather information, and handle liaison with police when they must be called in.

There's a renewed hue and cry for tough, "old-time" discipline. Some school systems are providing it, offering "alternative schools," toe-the-line institutions that post conduct and dress codes and "paddle" offenders. Parents also have the option of sending their children to conventional schools or, if the youths qualify, to *avant garde* schools with flexible scheduling and emphasis on use of unstructured time and independent study.

Nonetheless, Carl L. Marburger, a former high-ranking Federal and State education official who heads the National Committee for Citizens in Education, says that ultimately none of these things may work.

"The key to remedying this problem is for parents to meet with school officials and calmly, unstridently tell them what they conceive their children's needs to be, then to join with school authorities in creating ways to meet them. Only if parents, teachers, and students work together can these problems be solved. At the moment, that's not happening," he says.

If not, it doesn't mean that the parents and public haven't perceived a problem. A Gallup Poll published in September 1974 by Phi Delta Kappan, a teachers' fraternity journal, shows that for the sixth consecutive year Americans rate "lack of discipline" as the foremost issue facing public schools.

As Rector of the Senate's juvenile-delinquency subcommittee points out, however: "The dollar costs of highschool crime and delinquency are insignificant and trivial compared to the social costs the students pay—the lack of educational opportunity, the discomfort, the fear. And no one now knows yet how high those costs are."

[From the Salem (N.J.) Sunbeam, May 21, 1975]

UPPER CLASS VANDALS

Be glad you live in Salem County. For one thing, although we have no statistics to prove it, we have a feeling that vandalism and violence in the schools of this county are at levels lower than those prevailing in much of the United States.

We didn't say there is *no* violence, or *no* vandalism. Juvenile misbehavior, like crime generally has increased here in the past two generations. And the destruction or defacing of any property, private or public is a stupid and degrading trend. But, again, there is some evidence that the wave of vandalism has passed its peak locally.

Nationally, however, there are some new and distressing developments. Consider the episode on April 16 when the administrator called the students and teachers together to share his "sense of outrage at the vandals and the cult of vandal-worship on our campus." The speaker was Alan Simpson, president of Vassar College. The setting was far removed from the slum schools of America, where one might expect such remarks.

But even Vassar has not been spared the seemingly mindless destruction that plagues many of the nation's schools, from kindergarten to university, from inner city to suburbia and beyond. Dr. Simpson spoke of defaced portraits of Matthew Vassar, the founder, and Sarah Gibson Blanding, a former president; of theft in residence halls, of damage to Victorian parlors.

"If 2,000 Vassar students in search of a liberal education, cannot create a civilized community, what can we expect from the rest of the country or from the rest of the world?" Dr. Simpson asked.

The Senate Juvenile Delinquency Subcommittee made a recent preliminary report based on a survey of 516 elementary and secondary school districts across the nation, saying: "It is alarmingly apparent that student misbehavior and conflict within our school system is no longer limited to a fist fight between individual students or an occasional disruption . . . Instead our schools are experiencing serious crime of a felonious nature."

The body count reads like this: 69,000 teachers physically attacked by students in the 1972–73 school year and 155,000 subjected to personal property damage; 100 students murdered in 1973 in schools surveyed by the Senate subcommittee.

On and on goes the recitation of violence and vandalism in classrooms, corridors and playgrounds. It is estimated that malicious damage caused by students amounted to almost $600 million last year, three times higher than in 1971. The cost represents more than was being spent on textbooks.

What's the cause of it all? It is often argued that the schools merely reflect in exaggerated form the ills of society. Congress has heard a variety of proposals to stem the tide of school crime. These include gun control, better housing, federalized welfare, manpower training, employment of youth, and federal grants to the states to provide school security and alternative forms of education.

Others suggest that the schools are currently victims of demography—that youth traditionally is a major source of crime and schools are where a majority of youth is found. If this reasoning is accepted it follows that the beleaguered schools must look to the dwindling birth rate and the already declining enrollment rate for a full measure of relief.

The public schools, holding a mandate for mass education as well as mass "baby sitting," but possessed of limited resources and involved in social crises beyond their control, have been suffering rough times for more than a decade. The teachers, administrators and school board members who strive to cope with these problems deserve the support and encouragement of all of us as citizens.

[From the Leesburg (Fla.) Commercial, Apr. 11, 1975]

VANDALISM IS A SICKNESS FOR WHICH ALL PAY

Most Daily Commercial readers noting Wednesday's headline "School is Vandalized Before it is Occupied" probably thought of nothing except "what a shame" and clucked their tongues at the state of crime.

You should have been even more concerned because such vandalism is not just an abstract shame . . . it's something that hits you right in the pocketbook.

American taxpayers are billed an estimated $500 million each year as a "vandalism surtax" for damage done to the nation's schools.

In addition, teachers are the victims of an estimated 70,000 serious physical assaults each year and literally hundreds of thousands of students are assaulted according to a Senate report.

The ledger of violence confronting our schools reads like a casualty list from a war zone or a vice squad.

The report is based on a survey of incidents in 757 of the nation's largest school districts during the past three years. There were 100 students murdered in 1973 in those 757 school districts alone.

During the three year period studied there was a 77 per cent increase in assaults on teachers and an 85.3 per cent increase in assaults on students.

In the same period there was a 36.7 per cent increase in robberies of students and teachers, a 40.1 per cent increase in rapes and attempted rapes, and an 18.5 per cent increase in homicides committed in schools.

The number of weapons confiscated by school personnel increased 54.4 per cent.

There was no areas of the country unaffected by these problems. School vandalism respects no boundaries whether it be regional, racial or economic.

Sen. Birch Bayh, of Indiana, has introduced legislation to provide financial aid to school districts to map out alternative education programs and security plans to reduce delinquency and crime in and against our public schools.

Is this the answer to vandalism?

More legislation and more financial aid to those injured by crime? It is an answer, yes. But not the ultimate answer.

That can only come from within society itself. A society which needs to wake up to its responsibilities that go along with freedoms.

[From the New Orleans States Item, Apr. 14, 1975]

VIOLENCE IN SCHOOLS

A Senate subcommittee on juvenile delinquency soon will begin holding hearings on vandalism and violence in public schools with an eye to providing federal funds to cope wth the worsening problem. Action to insure an atmosphere conductive to learning is needed, especially in big city schools.

A preliminary report by the Senate Judiciary Subcommittee on Juvenile Delinquency found, based on a survey of 757 school districts, that vandalism costs about a half-billion dollars each year and that violence carried out against teachers and students is commonplace.

"The premilinary findings of the subcommittee present clear and dramatic evidence that violence and vandalism in the schools of our country has reached a level of crisis that demands immediate comprehensive review and legislative action," the subcommittee found.

Legislation would provide local school districts financial assistance in finding some answers. Those answers might include alternative educational programs and stronger security.

Violence and vandalism seem to be on the increase in all facets modern society. Schools are no exception. The control of violence in schools may, however, be the most critical area of need.

Sen. Birch Bayh of Indiana, chairman of the subcommittee, contends that, "Too often youngsters arriving at our public schools are not finding the quiet atmosphere of instruction, enrichment, and encouragement but, instead, an environment dominated by fear, chaos, destruction and violence."

It is likely that violence and destruction introduced into the lives of school age children will carry over and intensify in later years.

[From the Indianapolis Star, Apr. 22, 1975]

VIOLENCE IN SCHOOLS

The staff of a United States Senate subcommittee on juvenile delinquency headed by Senator Birch E. Bayh (D-Ind.) has come up with a pretty scary report on violence in public school corridors, classrooms and playgrounds.

Bayh said the staff explored conditions in 757 school districts representing all sections of the country. Among other things it estimated $500 million as the annual bill for vandalism in the schools, and he said that compares with the 1972 investment in textbooks.

The report went into mind-boggling figures describing assaults on both teachers and pupils, weapons, confiscated, and increases in homicides, robberies, rapes and other assaults.

The senator said the subcommittee will hold hearings on the matter both in Washington and elsewhere. And he spoke of a bill "to transform our nation's schools from institutions plagued by fear and failure to institutions bolstered by educational sensitivity and secure access to educational achievement."

Now that sounds great. But it's a mightly tall order for an act of Congress.

And right at that point—the point of drafting bills—it's time to stop and take a look around at the causes of the conditions the staff report describes. Similar reports have been coming from a variety of sources over several years.

Is the existence of such conditions a result of some kind of neglect on the part of the Federal government? Or is it perchance a result of the opposite—of too much intrusion by Federal bureaus and Federal courts into the affairs of the public schools?

Senator Bayh and his colleagues should take a long, hard look at that question before they go plunging off into the drafting of more Federal legislation on schools. They also should look searchingly at Federal responsibilities and capabilities in the field.

Can the Federal government really reach out into the nation's public schools and bring about such a transformation as Bayh's statement suggests? Or is the real need for congressional action to pull back Federal interference in school operations?

We're glad to see the Hoosier senator take a lively interest in problems of school violence. We hope he'll take a very cautious and thoughtful approach of the question of what Congress can and ought to do about those problems.

[From the Seattle Times, Apr. 13, 1975]

Violence in Schools—and on TV

One of a number of reasons public schools all over the country are in a financial bind is that they are required to spend a great deal of money on security. It is almost as though many schools were prisons.

A Senate juvenile-delinquency subcommittee put a price tag on the problem last week in an alarming report that said violence and vandalism in the nation's schools cost $500 million a year.

The subcommittee called this a "vandalism surtax" on the cost of educating America's children.

The report said, "Our schools are experiencing serious crimes of a felonious nature, including brutal assaults on teachers and students, as well as rapes, extortions, burglaries, thefts and an unprecedented wave of wanton destruction and vandalism."

The causes of this mounting rampage are many and varied of course. But, while it would be misleading to focus on any single probable cause, the subcommittee's report ought to stir new national concern about the effects of the violence that American youngsters absorb seven days a week on television.

It is sometimes argued that violence on TV has a cathartic effect—that is, it tends to dissipate any aggressive impulses in viewers.

But a study conducted at Pennsylvania State University reported that just the opposite is true. The researchers found that a group of youngsters exposed over a four-week period to 12 programs clasified as "aggressive" displayed increased physical or verbal aggression or both.

A report by the Surgeon General's Scientific Advisory Committee on Television and Social Behavior stated that while there was no evidence television violence "has an adverse effect on the majority of children," it "may lead to increased aggressive behavior in certain subgroups of children."

As indicated, it would be ridiculous to blame the rising tide of violence and vandalism in the schools on any one cause. But there is good reason to think there is some connection between that development and the daily mayhem on the tube.

[From the Washington Star, Apr. 14, 1975]

Violence in the Schools

Violence in the schools has reached such alarming proportions that a Senate subcommittee chairman, Birch Bayh, has likened a report on the subject to "a casualty list from a war zone or a vice squad annual report." Unfortunately, the subcommittee seems unlikely to come up with anything more helpful than the usual congressional tactic of trying to smother a problem with money.

The report from Bayh's Judiciary subcommittee on juvenile delinquency is truly staggering. The committee, drawing on a study made in 1973, conservatively estimated that school vandalism is costing taxpayers a half billion dollars a year, which equals the amount spent nationwide on school textbooks in 1972.

But even worse is the growing incidence of violence against persons in the schools. Hundreds of thousands of students are assaulted every year, the report said, and 100 of them were murdered in 1973 in the 757 school districts surveyed. The subcommittee estimates that 70,000 teachers are physically assaulted annually. Each year the problem gets worse. The subcommittee said that between 1970 and 1973, assaults on teachers increased 77.4 percent; robberies of students and teachers increased 36.7 percent; rapes and attempted rapes 40.1 percent; homicides 18.1 percent. The number of weapons confiscated from students increased 54.4 percent.

How can we read such statistics and call ourselves a civilized society? A more apt description is that we have become a knuckleheaded society so overtaken with the misguided notion that everyone should be allowed to do his or her "thing" that we have produced a school system near anarchy. Schools are, as Bayh remarked, "too often . . . an environment dominated by fear, chaos, destruction and violence."

Bayh said he will introduce legislation to provide financial aid "to reduce delinquency and crime in and against our public schools." We submit that money is not the answer. The answer is for parents to find enough guts to take back the school system. Until they demand that discipline be enforced, it is not going to be.

School violence didn't just spring up overnight. It has grown as discipline has been replaced by permissiveness. Dress and personal grooming codes were allowed to go by the boards; smoking regulations were all but abolished; grades were made to come easier; classcutting was blinked at or made to seem a lark; swearing and abusive language were tolerated. It was a natural progression to drugs, vandalism and physical violence. Students have been given so many inches, is it any wonder they have taken a mile?

But don't blame it all on the teachers and administrators, although they can share in it. Blame it on the parents who gave encouragement, acquiesced or looked the other way when all this was coming about—who allowed permissiveness and lax discipline to permeate not only the schools but the home and society in general.

Sure, money can buy more police. But is that what Americans want for their schools? Do they want schools in which security forces have to patrol the halls? What kind of learning environment is that?

It doesn't take money to know that crime and violence are not going to disappear from the schools until parents wake up to what they have done to their children and allowed to be done in their schools—and find the courage to do something about it.

[From the Fort Wayne (Ind.) Journal Gazette, Apr. 19, 1975]

VIOLENCE IN THE SCHOOLS

Almost as alarming as the reports of increasing school violence is the overreaction of many systems in the nation, now reinstating arbitrary rules and even physical punishment.

There is a crisis, especially in some major cities where unruly students terrorize classmates and teachers alike. Sen. Birch Bayh's juvenile delinquency subcommittee announced a study last week that documents a variety of growing problems, from vandalism to murder. The research provided to the committee followed 757 public school districts over three years. It found 70,000 cases of physical assaults against school officials and several hundred thousand attacks on students. Most tragic, more than 100 students were murdered by their classmates.

Many parents and teachers attribute this grim picture to a lack of discipline and social permissiveness toward the young. That interpretation explains why school districts like Houston, Tex. and Monticello, Ark.—to mention only two of hundreds—have insisted the paddle be used, while other systems are invoking dress codes and a list of other petty rules of conduct.

More to the point, Sen. Bayh is sponsoring a measure that would provide for additional security guards in those schools most vulnerable to student violence and vandalism. Many districts, including Fort Wayne, already have found this approach successful in curbing after-school destruction of property and theft. Of course, policing a school may also deter some acts of violence during the day.

But turning a school into what amounts to a benign prison isn't exactly the ideal solution, and it's possible security guards could even provoke violence with their presence, especially in institutions where feelings toward police authority figures are hostile.

An easily superior response, which the Bayh bill also addresses, involves adapting educational programs and methods to the students. If a young person finds his classwork stimulating and perceives it useful, he probably won't become bored and frustrated, and he's less inclined to vent personal and family frustrations on classmates or school personnel.

Moreover, it's imperative that teachers and other officials acquire effective human relations skills. Many districts around the country have introduced appropriate programs in this field. Vandalism goes down, fighting and attacks on personnel decrease and, over a period of time, racial tensions subside. There are reports that human relations programs in Fort Wayne schools are having these results.

That leaves, however, a host of unresolved social wounds and conflicts that underlie the turmoil in the schools. Left untended—whatever schools do at this point—they necessarily will show up in the classroom.

[From the Boston Christian Science Monitor, Dec. 29, 1975]

WANTED: IMPROVED DISCIPLINE IN U.S. PUBLIC SCHOOL SYSTEM

According to a report recently issued by the United States Senate subcommittee to investigate juvenile delinquency homicides in public schools rose by more than 18 percent from 1970–1973, and rapes, attempted rapes, and robberies increased by more than a third in the same period. Assaults on teachers were up by 77 percent.

While one may quibble with the statistics (school administrators may distort crime figures for their own purpose to demonstrate how well they have done or how badly additional resources are needed), there is one inescapable conclusion; our public schools are pervaded by fear, a fear for personal safety which threatens to destroy the entire public school system.

And parents are not unaware of this fact. When asked in a Gallup poll what they thought was the most critical problem facing public education, parents, neglecting their woes with curriculum and teachers, responded overwhelmingly that "lack of discipline" was the root evil.

Violence in the schools may also be the not-so-hidden force behind other major school controversies. I suspect that many parents, both black and white, oppose busing largely because of the likelihood of disorder in racially antagonistic school environments.

Ability grouping or tracking of students within schools may be a device for isolating unruly students. Opponents of compulsory education often perceive violence and disruption as the inevitable consequence of forcing unwilling children to attend school. And "law and order" advocates perceive a largely unexplained tie between the student-rights revolution (including due process hearings) and criminality in public schools.

It is noteworthy that the problem of violence in the schools is not limited to the United States. In Great Britain, home of Summerhill, comprehensive education, and the school uniform, there is much public discussion of the "terrorized teacher."

The Assistant Masters Association recently used the metaphor of guerilla warfare in advising secondary-school teachers: "Certainly the best way to learn how to dodge bullets is to seek detailed tactical information from seasoned campaigners who have already had a spell in your trench." And above all, "always present a moving target, try to catch the enemy [the students] by surprise."

What are the causes of school violence? What is to be done? Commentators readily divide themselves into three groups—those who blame the schools, those who fault the students, and those who see larger societal forces at work.

The first would have it that if teachers only taught better and made school life more interesting, the children would have no need for destructive diversions. The second group inevitably pushes for firmer and more frequent penalties against offending students—expulsion, corporal punishment, police intervention. The last looks upon the schools as simply one more battleground for the basic instability, racial tension, and frustrations of modern life.

There is a kernel of truth in all three. Action on all three fronts, to continue the current metaphor, is necessary. But unless some action is taken, the predicate for all learning, the maintenance of a safe and humane educational environment, will be absent.

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